

Social Security Bulletin

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Social Security in Review

THE FIRST SESSION of the Council of the United Nations Relief and Rehabilitation Administration opened in Atlantic City on November 10. Each of the member governments signatory to the agreement to establish UNRRA has a representative on the Council, the policy-making body for the Administration. The Honorable Dean Acheson, Assistant Secretary of State, was appointed to represent the United States on the Council, and Mrs. Ellen S. Woodward, member of the Social Security Board, was designated as one of the advisers to Mr. Acheson. The ceremony of signing the agreement to establish UNRRA took place on November 9 at the White House, when 44 representatives of the United Nations and of the Nations associated with them affixed their signatures to the agreement.

TWO STATE PUBLIC ASSISTANCE plans recently approved by the Board brought to 46 the number of jurisdictions now operating all three of the special types of public assistance. Iowa's plan for aid to dependent children was approved on October 12, and the Illinois plan for aid to the blind was approved October 22. Forty-nine States are now operating aid to dependent children, and 46 States aid to the blind, under approved plans.

The Iowa plan will be integrated with the State's other two programs and will be administered by the county departments of social welfare under the supervision of the State Department of Social Welfare. The plan provides up to \$15 a month for one child and \$10 for each additional child in the family group, within a monthly maximum of \$50. The first payments are expected to be made on January 1, 1944, when the widow's-aid program will expire. Under the legislation the counties are scheduled to meet one-fourth the total cost of the assistance payments.

Aid to the blind in Illinois is State financed and, like the State's other two programs, will be

administered by the Illinois Public Aid Commission through county departments of public welfare. Maximum payments of \$40 are provided, but the maximum may be exceeded for medical services. It is understood that payments under the new program were to start in October.

TOTAL EXPENDITURES for public assistance in the continental United States amounted to \$77.5 million in September. Old-age assistance accounted for 72 percent of the total, aid to dependent children for 15 percent, aid to the blind for 3 percent, and general assistance for 10 percent. A year ago, the expenditure under these four programs was only slightly higher—\$78.4 million—but the total amount expended for public aid, which included earnings under Federal work programs, was \$104.9 million. Expenditures for old-age assistance and general assistance increased from the August level, the first monthly increase in general assistance payments since March. Payments under the other two programs registered slight declines. The number of recipients continued downward under all programs; in aid to dependent children, it was the lowest in nearly 5 years and in old-age assistance and aid to the blind, the smallest in about 2 years.

IN SEPTEMBER, for the first time in the history of the unemployment compensation program, one State—Wyoming—paid no unemployment benefits. Nine other States reached record lows in the number and amount of benefit payments. For the country as a whole, only \$4.4 million was expended, as against the \$22.4 million in September a year ago. The average weekly number of beneficiaries—74,500—was 16 percent below the August and 82 percent below the September 1942 weekly averages. The down-swing in initial claims continued, though at a slightly lessened rate in September; all but three States shared in the 19-percent decline. All States but Alaska

reported fewer continued claims than in the previous month. In comparison with claims a year earlier, only three-tenths as many initial claims were filed and only one-fifth as many continued claims.

MONTHLY OLD-AGE AND SURVIVORS INSURANCE benefits were in force at the end of September for some 842,000 individuals, at a monthly amount of \$15.3 million. Eighty-four percent of the total number were in current-payment status; most of the rest were being withheld because the beneficiary was working in a covered job. About 19 percent of the primary benefits and about 25 percent of the widow's current benefits were subject to deduction; a year ago only 15 and 16 percent, respectively, were being withheld. More than \$13.4 million was certified during the month to 719,000 beneficiaries; 53 percent of the total amount went to primary beneficiaries, 38 percent to survivors, and 9 percent to dependents.

Covered employment in the second quarter of 1943, estimated at 37.7 million, and taxable wages, estimated at \$16.5 billion, reached the highest levels on record. The number of workers was 4 percent above that for the preceding quarter, and taxable wages 7 percent. In comparison with April-June 1942, the increases were 6.5 and 26 percent, respectively. The average taxable wage rose to \$437, from \$423 in the preceding quarter and \$368 in the second quarter a year ago. The number of employers reporting taxable wages, which reached a peak of 2,270,000 in the third quarter of 1941, declined continuously in each succeeding quarter and totaled 2,036,000 in the April-June period. While the number of employers has been decreasing, there has been an almost continuous rise in the average number of employees per employer, as larger firms have expanded and smaller ones, faced with increasing shortages of labor and materials, have had to liquidate.

FAMILY ALLOWANCES to certain dependents of members of the armed forces were substantially increased in amendments (Public Law 174) to the Servicemen's Dependents Allowance Act of 1943. The amendments, signed by the President on October 26, also provide that the first month's family allowance shall be paid entirely by the Government.

Coverage is extended to the first three grades

of enlisted personnel—comprising the various classes of noncommissioned officers and petty officers—as well as to those in grades four through seven, the group originally covered. Dependents of enlisted women are also made eligible for benefits if they are in fact dependent.

The group of Class A dependents remains the same as that defined originally, i. e., wives, children, and divorced wives. The definition of "child" is broadened, however, to include "a person to whom the man stands in loco parentis and has so stood for not less than 12 months prior to the date of application in behalf of the child," and children living with a divorced wife are included. Class B dependents are now divided into two groups, B and B-1; the dependents are the same in both groups—parents, brothers, sisters—and are differentiated only by the degree of dependency. Class B-1 dependents are those who have received "the chief portion" of their support from the enlisted man; Class B dependents, who receive benefits only if there is no eligible B-1 dependent, are those who have been receiving "a substantial portion" of their support. The husband and children of women members of the armed forces are considered dependents only if the woman was their "chief support."

No change is made in the basic monthly amounts payable to a wife alone or a child alone, but the allowances for additional dependents are increased. The total amounts payable (including both the deduction from the man's pay and the Government's contribution) are as follows:

Dependents	Original act	Amended act
Wife and—		
No child.....	\$50	\$50
One child.....	62	80
Each additional child.....	10	20
No wife but—		
One child.....	42	42
Each additional child.....	10	20
Divorced wife and—		
No child.....	Up to 42	Up to 42
One child.....	Up to 42	Up to 72
Each additional child.....		20

The same schedule of payments applies to the husband and children of an enlisted woman when they are dependent on her for their chief support and insofar as the provisions are not inconsistent with the provisions of any law pertaining to the service of which she is a member.

The original act established two sets of schedules for Class B dependents, starting at \$37 for one dependent parent when there were no Class A dependents to whom allowances were being paid, and at \$20 when Class A allowances were also being paid. Under the amended provisions, Class B dependents receive a total allowance of \$37, payable only if no allowance is payable to a dependent in Class B-1. The allowance schedule for Class B-1 dependents is as follows:

One parent.....	\$50
Two parents.....	68
One parent and one brother or sister.....	68
Brother or sister only.....	42
Each additional brother or sister in the groups listed above.....	11

Whenever the monthly allowance is divided among dependents of a class—two or more children, two parents, a divorced wife and child or children, or two or more brothers and sisters—the total amount is to be divided equally unless the Secretaries of the Army or Navy direct otherwise. The allowance to Class B dependents is payable to one designated dependent only, unless the Secretary of the respective department directs otherwise.

No change is made in the schedule of amounts to be deducted from, or charged to, the enlisted man's pay toward the allowances, i. e., \$22 for any month after the first for which an allowance is paid and an additional \$5 if allowances are paid to more than one class of dependents. The increases provided by the amended act and all the first month's payment are met by the Government.

A UNIFORM SYSTEM of unemployment allowances for demobilized service men and women, and credit under old-age and survivors insurance during their period of military service, were recommended by the President in a message to Congress on November 23. "What our service men and women want, more than anything else," the President declared, "is the assurance of satisfactory employment upon their return to civil life." His first recommendation, therefore, was for legislation providing a uniform, reasonable mustering-out pay to all members of the armed forces, to be paid in monthly installments rather than in a lump sum. "We must anticipate, how-

ever," the President continued, "that some members of the armed forces may not be able to obtain employment within a reasonable time after their return to civil life. For them, unemployment allowances should be provided until they can reasonably be absorbed by private industry.

"Members of the armed services are not now adequately covered by existing unemployment insurance laws of the States. It is estimated that approximately one-half of them will have no unemployment insurance protection at all when they leave military service. Benefits payable to those who are covered by State law are unequal, and will vary greatly among the States because of the wide differences in the provisions of the State laws. The protection in many cases will be inadequate. It is plainly a Federal responsibility to provide . . . adequate and equitable allowances to those service men and women who are unable to find employment after their demobilization . . .

"I believe that there should be a fixed and uniform rate of benefit for a fixed period . . . In order to qualify for an unemployment allowance each person should be obliged to register with the U. S. Employment Service, and, following the usual practice in unemployment insurance, must be willing to accept available and suitable employment, or to engage in a training course to prepare him for such employment. The protection under this system should be continued for an adequate length of time following the period for which mustering-out payment is made."

The President also recommended that a Federal maritime unemployment insurance act be enacted without delay to protect maritime workers against post-war unemployment. "There has been in effect since 1938 a railroad unemployment insurance act, and a similar act for maritime workers is long overdue."

Pointing out that exclusion of the period of military service under old-age and survivors insurance decreases both the amount of the individual's retirement benefit and the protection afforded his survivors, the President recommended legislation to give all members of the armed forces credit for their period of military service. "The burden of this extension of old-age and survivors insurance . . . should be carried by the Federal Government, and the Federal contributions should be uniform for all members of the armed forces irrespective of their rank."

Adjusting Administration to War Time

OSCAR M. POWELL *

LIKE ALL OTHER administrative organizations in the United States, private and public, the Social Security Board felt at once the repercussion of the bombs at Pearl Harbor. Many of our activities, especially those in connection with the responsibilities we then had for employment services, had already been increasing under pressures generated by the defense program. On December 7, 1941, however, it became clear that no corner of our organization would escape the impact of war.

I like to believe that the Board was better equipped than many organizations to face this emergency. It had the advantage of being a young organization, recruited in a period when public service challenged the imagination of young people and many people no longer young. From the labor market, overcrowded during most of the preceding 6 years, the Board had been able to attract and select, in accordance with merit principles, a staff who were wholeheartedly interested in the objectives of the program and had, I believe, an unusually high level of educational and technical achievement. I have been told that never before had so large an organization been recruited wholly under the civil-service system. Since social security was new in this country, however, very few among the thousands of employees eventually recruited could have specific experience in the administrative duties for which the organization became responsible under the Social Security Act. Moreover, nearly all the specific procedures for such administration had to be worked out from scratch.

For these reasons, staff training—basic training and specialized training, at induction and on the job—has been a prime concern of the Board since the beginning. A training program had been started by the spring of 1936, months before the first thousand employees were on the rolls. Because we had good people, interested in learning and in their jobs, it was both economical and just for the Board to adopt and follow a policy of promotion from within, and to advance competent

employees to more responsible jobs as new opportunities opened up in the growing organization. Thus many supervisory jobs were held by persons who knew, from personal experience, the exact nature of the work their subordinates were doing. Moreover, since we all were working together, and often working against time as one provision of the act after another went into scheduled operation, there was a widespread and critical interest among the staff both in the objectives of the program and in the best ways of working to fulfill them.

As a consequence of this history, I believe I can say, without being smug, that the outbreak of the war found us with a closely knit organization and reasonably tight and smooth administrative procedures. Each year we had been able to do a little better than we had hoped and to turn back part of our appropriation for administrative expenses. More important, the crisis found us with an enthusiastic and critical working spirit on the part of the great majority of our staff. In its 6 years of existence the Social Security Board had not had time to develop the middle-aged bulges and lethargy which often unfortunately characterize organizations as well as individuals. We hope it never will develop these qualities.

We also were in a position to realize, because of our concern with the labor market and other economic situations, that the slogan "business as usual," no matter how honorable its intention, would not be feasible for any organization in wartime. The best we could hope for was "standards as usual," trusting that ingenuity and effort would enable us to do as much work as we had been doing—or more—when we had far less to work with. In the circumstances which confronted us, many changes in ways of doing business had to be made to get the essential work done.

The obstacles we have been facing for the past year and a half are too well known to nearly all public and private administrators to need more than mention. Chief among them are the loss of experienced personnel to war agencies or the armed forces and inability to get qualified persons for replacements. In one large branch of the organization, last year's turn-over was 100 percent.

*Executive Director, Social Security Board. This article is taken from an address delivered at the Regional Conference of Employment Security Agencies at Jackson Hole, Wyoming, July 21, 1943.

Like other agencies, the Board has also had to face actual or impending shortages of supplies and equipment and also the particularly severe shortages of office space and housing in Washington.

The measures used to combat these difficulties also are not novel in themselves. Activities have been decentralized whenever it has been possible and desirable to do so. When possible, we have simplified the work to be done, the ways of doing it, and the materials and equipment used in turning it out. We have preached and practiced training and still more training. These are familiar lines of action. I think, however, that we are using some new and effective ways to implement old devices.

Few of us failed to recognize that war would make it necessary to get along without services and conveniences which had been entirely appropriate in time of peace. The problem was how to identify the jobs, practices, and equipment which could be sacrificed, and how to make full use of those remaining. In even a few years an organization, like a ship, develops barnacles that slow up its progress. In one or another part of the organization, things continue to be done in a certain way chiefly because they have been done that way, even though the reason for doing them may have been outgrown.

At the beginning of a new program, for example, certain types of statistical material, which no one had had occasion or opportunity to collect previously, had to be gathered and tabulated for the information necessary to guide and test administration. When that information was once gained, and when experience showed little subsequent change in it from year to year, reporting could be discontinued temporarily or permanently. It may be that the Board has not yet stopped calling for all the reports which can be dispensed with, but we have the will to do so and, with the collaboration of all concerned, hope to continue progress in this direction. The problem is to identify and do away with the habits and practices which have grown up accidentally, or which, having once been useful, are no longer warranted at this time.

For material things, that job is relatively easy, especially at the beginning. As I said earlier, I believe that administration of the Social Security Board has been reasonably tight and economical judged by prevailing standards in either business or government. Yet the searches made by the

administrative officers in each of our Washington bureaus turned up, for example, 375 file cabinets which could be returned to stock for others who needed them more (incidentally releasing 2,170 square feet of floor space); 280 telephone extensions were removed, producing a small but worthwhile saving in monthly charges and making scarce instruments available for urgent needs; and 220 typewriters were transferred to more useful purposes. In some instances, the reductions in equipment and other facilities meant belt tightening—that is, deliberate lowering of standards that had been entirely legitimate before civilian scarcities became a byword. In other cases, offices found—often to their surprise—what I have called barnacles; for example, inherited file cases full of material collected by a previous incumbent of a job or for a purpose no longer valid, or telephone extensions which have been installed for some function which no longer existed.

The "Why" Survey

A much more ambitious survey, known popularly as the "why" survey, was undertaken last fall by the Bureau of Old-Age and Survivors Insurance. Because of the nature of its jobs, that Bureau's losses of personnel to the war agencies and armed forces had been particularly heavy. Its large-scale operations, moreover, required equipment and material urgently needed for war-connected activities. In announcing the survey, the Director said, "We cannot conscientiously use men and machines and materials for activities and operations not essential to the immediate needs of the program, even though such activities are desirable in times of peace. We should not so compete with war industries and war agencies."

A 6-month schedule was worked out for detailed studies, one after another, of more than 50 activities of the Bureau. All employees, from bottom to top, were urged to look critically at each stage in each of the activities under review. More than 6,575 separate suggestions, representing the ideas of more than 2,000 different employees, were made and processed through to the office of the Director of the Bureau.

Proposals developed in the course of this review of Bureau operations have ranged from major decisions by the Board, such as decisions to close or combine certain field offices, to apparently small

procedural changes. In any large-scale operation, however, what seems like a minor simplification may result in very large savings in effort and money. For example, omission of the left-hand part of one form has eliminated the biggest typing job in each of more than 400 field offices of the Board and resulted in savings of some \$218,000 in personnel and printing costs. This part of the form was originally designed to supply information for the wage records of State unemployment compensation agencies; it was found, however, that the same information can be made available to the 40 States which use it at far less cost in time, effort, and money by reproducing the data mechanically as a byproduct of the Board's accounting operations. It is important that in many of these simplifications we have in mind not only our present limitations in personnel but also the situation at the end of the war, when an enormous backlog of deferred retirement claims will probably come to us suddenly for quick action.

The cumulative value of all these tightening efforts was reflected in this year's budget estimates for the Bureau of Old-Age and Survivors Insurance, in which the Board was able to request an increase of only 1.7 percent in administrative expenses of the Bureau to meet an increase of 6.1 percent in its work load.

Job Methods Training

It has long been a practice in business organizations to call in efficiency experts to diagnose trouble spots and bottle-necks and prescribe remedies and general tonics to increase the output of organization. Obviously, the Board could not have adopted this course of action, even if it had been so minded; the Nation's specialized talent in efficiency methods and inventions was needed by many with a more urgent claim on such services. Moreover, we are of the conviction that good administration cannot be superimposed at the top or pulled out of a hat by a kind of legerdemain. It is something built up by devising and keeping open, from the bottom to the top of the organization, channels for common understanding of the problems to be met and the ways in which they are being met, and channels for learning and using, day by day, all the intelligence and ingenuity that any member of the staff can bring to those problems.

I use the word "channels" advisedly, for col-

laboration among any group of persons does not happen by accident. Unless there are definite and recognized methods for working out ideas and getting them to the persons who are in a position to do something about them, and unless those persons then take the appropriate action, there are stumbling blocks all along the way. Many good ideas and even more good intentions are likely to dry rot in "suggestion boxes" or on the desk of someone along the line who is too busy to think; or they are lost somewhere in a fog of weariness, prejudice, or mere inertia. We had to find definite ways in which we could lift ourselves by our own bootstraps—that is, could find, adopt, and use ways to do as much or more with far less.

Instead of calling in outside experts or relying on a haphazard suggestion system, we therefore undertook to train every employee in the work of his unit and in improving the methods of accomplishing it—to give every last employee the "know how." With this "know how" they are able to make sensible improvements that could not be worked out in any other way. Every employee makes at least one proposal for improvement, and between 80 and 70 percent of the proposals are practicable. A grade 2 clerk-typist in our files unit has tripled her production. A \$2,000 employee in the Bureau of Employment Security worked out a procedural simplification that will save unemployment compensation agencies and the Federal Government many thousands of dollars annually.

Briefly, this is the procedure followed. The supervisor of a unit calls his employees to what is essentially a staff meeting and explains that they are going to work out together ways of simplifying and improving the methods of doing the work. He explains further that to help them a member of the Board's Training Division is there to describe a definite way to begin. The "trainer" then takes over and presents rather dramatically what is essentially the Job Methods Training plan developed by Training Within Industry for industrial foremen. Naturally, that program has had to be adapted somewhat; the biggest change we have made has been to enlist the whole staff—top, bottom, and middle—rather than to make work simplification the job of supervisors alone.

The JMT plan calls for selecting a simple con-

crete operation and breaking it down into the various steps actually followed. This break-down shows the employee how the operation is now being carried on and gives him a field on which to turn the searchlight. He learns to ask about each detail:

Why is it necessary?

What is its purpose?

Where should it be done?

When should it be done?

Who should do it?

How is the best way?

His answers to these questions in turn lead him to see how to eliminate unnecessary details and duplication, combine and rearrange details, how to place responsibility for various phases of the work more effectively, and how otherwise to simplify ways of doing necessary work.

At the end of the first meeting, each member of the group is asked to select some part of his work or that of his unit and to use the JMT techniques to work out an improved method of doing it. At subsequent meetings, over which the supervisor presides with the technical assistance of the trainer, each member of the unit presents his proposal for simplification and improvement; it is then considered and discussed by other members of the group, who help him, if necessary, to refine his idea.

This process may seem to require a large investment of time. It does. But the returns on our investment so far are so large and so immediate that we want to invest all we can at such a rate of interest. Every employee works out at least one proposal and, thanks to the training, the proposals are usually good. In the groups that have met so far, several improvements are usually developed that are so good that any one of them will pay us back many times over for the time invested by the whole group.

We think of these more or less formal meetings, however, as only the beginning. As a matter of fact, we are thinking of this as a continuing way of operating the Board wherein every supervisor seeks the cooperation of his subordinates in finding constantly better and simpler ways of accomplishing the work of the unit.

Work Simplification Program

To this end and to provide a means for getting action on proposals, a permanent work simplifica-

tion procedure has been set up. A simple form is provided on which the employee describes the improvement which he has carefully worked out, often with the help of his supervisor. These proposals are passed up the regular supervisory line until they reach the top. Approval to adopt the proposal is given at the point in the supervisory line where authority for such action exists. We want the proposals to come all the way up, however, so that we can give recognition and credit for good ideas and as a precaution against arbitrary action by subordinate supervisors.

A question may be raised concerning the advisability of having employees submit their ideas for improvement through the regular supervisory channels. Certainly "suggestion systems" avoid supervisory channels, on the principle that supervisors won't be openminded and in many cases will penalize employees for having the effrontery to suggest change. We all are likely to resist new ideas. We dislike to have our habits disturbed. There is no reason, however, to run away from this problem. Our reason for having each supervisor and his employees meet together is largely to overcome this difficulty. By the end of five or six sessions under the guidance of the trainer, the normal resistance is pretty well washed out, and the supervisor frequently has established a new relationship with his staff. I suppose that the Social Security Board has its share of supervisors who have given employees the impression that it would be tactless or unwise to offer suggestions for changing the status quo; so far those who have shared in this program are now urging their employees to recommend improvements. For one thing, under our present set-up, it reflects upon the supervisor when employees don't suggest improvements.

As a matter of fact, the Board has discovered that the improved relationship between supervisor and employees is nearly as important as the original purpose. Some of the results and byproducts of the effort are suggested by the following comments of employees rather far down the line:

I never realized before that there could be a plan for thinking out improvements. Why there is just no end to what we can do now.

I had always thought the supervisor was supposed to do all the planning of how to do the work. Now I feel it is part of all our jobs.

The thing that meant most to me was that the

supervisor and others were interested enough in us to even ask our opinions.

I learned a lot about my own work that I didn't know before and I learned more about the other people's work. That made me see just how my job is important.

I was surprised that a supervisor would sit down and help us work out ideas and then see that we got credit for them.

Before we didn't know how we stood. Now we know something worthwhile we did is recognized and appreciated.

Always before I didn't know whether we were doing the job just as we should. We were sort of turned loose to do them the best way we could. Now we know just how to go about all our work and we know it is the best way—that we helped work out and that is officially approved.

The repercussions, however, extend all the way up. Recently one official reported that his Division was undergoing a reorganization. "And it's unlike any reorganization we ever had before," he said. "This one is from the bottom up. Everyone's in on it and is interested in making it work."

Job Instructor Training

Previously we had adapted for our use another of Training Within Industry programs—Job Instructor Training. We recognized that it makes good sense to help people learn whatever things they need to learn in order to do their work most effectively. We recognized also that this training—or whatever you care to call it—can be accomplished only through our supervisors. No one would maintain that a 10-hour course by itself can equip supervisors to be expert trainers of their subordinates. We have found JIT helpful, however, as a means of making supervisors more fully aware of their responsibilities for assuring that their employees learn, quickly and correctly, the things they need to learn. JIT has also given them some of the techniques they need, and it is part of a larger continuing effort to enable everyone in a position of supervision to become an expert trainer and developer of his subordinates.

The Board could not have escaped work simplification and other economies even if we had been so minded. Like other public agencies, we have had to get our operations under lower personnel ceilings and into smaller appropriations of funds. Our good intentions have been under the contin-

uous pressure of necessity. Without those intentions, however, and without the widespread staff understanding and concerted effort I have tried to describe, necessity might have been a destructive force. As it is, we regret, but do not resent, some of the changes required by war conditions. In many other cases, moreover, we have the satisfaction of knowing that the changes we are making now—chief among them changes in point of view and in habits of working—will continue to speed and smooth operations long after the war is over.

Within the Board's organization as a whole, there is a wide range of activities, some of which have increased as others declined. Some additional responsibilities have been delegated to the Board during the emergency. Though the Federal insurance system, like the insurance systems in the States, is confronted with many problems arising from the increased volume of wage and contributions reporting, administration within the Board has no parallel for the situation faced by State unemployment compensation agencies, in which unemployment benefit claims and payments have declined to a small fraction of those a year ago. I doubt if many groups of administrators have had to face more difficult problems than are involved in so sharp and swift a drop in major activities while, at the same time, they must stand by ready to take up, at some future unpredictable date, a sudden job of unknown but doubtless very large dimensions.

The decline in the claims load explains, of course, why costs of administering unemployment compensation programs have increased in relation to benefit payments until in some States the ratio is now very high. This situation raises a problem which is of prime concern to the Board as well as the State agencies. Granted at once that it is essential to maintain a structure which will withstand the post-war impact, what changes can and should be made now to release staff, money, equipment, and materials which are critically needed elsewhere? Obviously no one knows the whole answer to this question, and obviously the answers will differ greatly among the States and among places within a State. I doubt, however, whether any would deny that there are many answers and that these answers, individually of varying importance, are collectively of great importance, and that it is a matter of personal self-respect and our duty as public administrators

and as citizens of a warring country to find those answers and put them into effective operation.

If the Board's own experience gives a guide—and I am sufficiently impressed by it to believe that it does—the job all of us must do and keep on doing can be done only from within and by the whole organization, from bottom to top. It can be done only by enlisting the interest and brains and efforts of all the people who do the job and so know it better than anyone else. No detail is too small, and no activity too large, to be worth critical review, reappraisal, and the indicated action.

The biggest enemies we face as administrators

are inertia, a universal failing of mankind which appears among "bureaucrats" as among others, and the war weariness which comes from knowing that we are in the midst of world changes about which we can do little individually while we must continue to carry on our responsibilities and must bear eventually some unknown brunt. I take it that war weariness will not decrease of itself in the coming months. We must and can, however, keep clear of apathy and lethargy. We must let the chill wind of economy shake off our weariness and give us new zest. We must take off fat, for there is no fat on race horses.

Dependents of Unemployment Compensation Claimants in Delaware

MARVIN BLOOM*

UNEMPLOYMENT COMPENSATION in this country represents payment for a part of the wage loss suffered during unemployment. An unemployed worker, except in the District of Columbia, receives a weekly benefit based only on his past wages, and family responsibilities play no part in the determination of benefit rights. In the District, from \$1 to \$3 a week is added to the benefit amount if the worker has certain specified dependents.

It is significant, however, that during the past 3 years more than a dozen bills relating to dependents' allowances were introduced in the legislatures of Maryland, Michigan, New York, and Oregon.¹ The New York State Advisory Council has recommended dependents' allowances. A Michigan bill providing such benefits lacked only a few votes for enactment in February 1942. The Wagner-Murray-Dingell bill (S. 1161 and H. R. 2861) includes provisions for payment of dependents' benefits for the short-term risks of unemployment and temporary disability as well as for the long-term risks of old-age and permanent disability.

Because of this interest in dependents' allowances, the Delaware employment security agency undertook a survey of the number and characteristics of claimants' dependents in December 1941 and of the relationship between benefits and family responsibility. Although data on family responsibilities were available from the decennial census, the National Health Survey, and the Family Composition Study, there were no accurate data on dependents of unemployment compensation claimants. The Delaware study was intended to determine whether the claimant group differs in composition from the population at large and to

what extent the existing benefit formula reflects family responsibilities.

Since the study was carried on against a background of discussion of specific proposals for the inclusion of dependents' benefits in unemployment compensation, it was designed to throw some light on the issues involved in these discussions. One major policy question concerns the types of dependents that should be included. Definitions of dependents in the bills mentioned above vary widely. Some declare merely that benefits shall be payable with respect to "dependents." Since, however, the most common provision limits the definition of dependents to wives and children, the following analysis gives particular attention to these dependents. At the same time, recognition of the fact that there are other classes of persons dependent on claimants suggested the desirability of obtaining comprehensive information on the whole question of family responsibilities of claimants.

The study was based on a random sample of workers who filed claims in the local offices of Wilmington, Dover, and Georgetown during a 2½-month period (December 1941–February 1942). Interviewers obtained information on the composition of claimants' families, the wage rates and employment status of family members, and the contributions of members to the family fund.²

Although the upswing in war production had begun, employment in Delaware had not reached an unusually high level in the winter of 1941–42, and the 2½-month sample probably gives a representative picture of dependents in Delaware claimants' families in a fairly normal period. Indeed, the State claim load was relatively heavy in December 1941 and January 1942, because of seasonal lay-offs in the construction, food-preserving, and garment industries. In addition, curtailment orders or shortages of materials had caused large numbers of regular workers to be laid off at this time in the rubber products, transporta-

* Bureau of Employment Security, Program Division. The survey on which this article is based was initiated by the Bureau of Employment Security. The Delaware Unemployment Compensation Commission made its staff and facilities available for interviewing claimants. Editing, coding, tabulation, and analysis were undertaken by the Bureau of Employment Security, which acknowledges gratefully the cooperation of the Delaware Commission.

¹ Earlier bills providing dependents' benefits were introduced in Michigan (1931), Maryland (1933), New York (1933 and 1934), Washington (1933 and 1935), and Ohio, Oregon, and Pennsylvania (1935).

² A description of the sample and study techniques is included in "Methodology" at end of article.

tion equipment, textile, leather products, and automobile industries.

The great majority of claimants who were interviewed were attached to the labor market, to the extent that they met the qualifying-earnings requirement of \$125 then in effect in Delaware. Only 3.3 percent of the total group had failed to earn this much in covered employment during their base periods.

Summary of findings.—Few claimants who were heads of families could rely on the earnings of other family members to assist in supporting the household; three-fourths of these claimants were the only earners in their families. Half of the 1,288 claimants interviewed had at least 1 person wholly or mainly dependent on them. Wives and children were the principal dependents. Almost half of all claimants had a nonworking wife or a child under age 18; less than 10 percent of the claimants were the chief support of other relatives. Thus, provisions covering only nonworking wives and children would include the great majority of actual dependents.

Because both earning power and family responsibilities vary with age, and because weekly benefit amounts are based on prior earnings, there was some relationship between the benefits received by Delaware claimants and their family responsibilities. Thus, the median weekly benefit for those with dependents was about \$3 higher than the median for those with no dependents. On the other hand, since workers with the same amount of highest quarterly earnings, but different family responsibilities, were entitled to the same weekly benefit amount, weekly benefits did not uniformly reflect family responsibilities. About one-fourth of the claimants who had 3 or more dependents received no more than \$8.50 a week and, conversely, more than 40 percent of the claimants with weekly benefit amounts of \$6.50 or less had 1 or more dependents. Moreover, the average weekly benefit amount *per member of the family* decreased markedly as the size of family increased.

Claimant characteristics.—About half the claimants were white men and about a third Negro men. Women constituted about 16 percent of all the claimants and all but 3 of the 200 women were white.

Most of the claimants were 30–54 years, the ages in which family responsibilities are greatest. There were relatively few youths and aged

workers; only 7.4 percent were under 21 years and 4.7 percent aged 65 or over. The median age of men was 39, of women 31. Although the median was lower for white claimants than for Negro, the difference was due solely to the larger proportion of women among the white claimants. White men averaged 40 years of age, Negro men 39. While Negroes were concentrated largely in the ages 35–44, proportionately more youths and older persons were found among the white men.

The predominant family unit consisted of husband and wife, with or without children. About 54 percent of the claimants were married and living with a husband or wife; another 10 percent were married but separated;³ 27 percent were single; and 9 percent were widowed or divorced.

In February 1943, a year after the survey was made, workers claiming unemployment benefits differed considerably from those who filed claims a year earlier. A survey of the occupational and personal characteristics of 460 claimants (81 percent of all claimants in Delaware during the week ended February 13, 1943) showed that 66 percent were women, as against only 16 percent during the earlier survey period. Both the men and women were much older, on the average, than the claimants in this study. In the 1942 sample, 37 percent of the men and 12 percent of the women were 45 years of age or older. These proportions had jumped to 72 and 40 percent, respectively, by February 1943. Although the proportion of single claimants dropped from 27 to 14 percent in the year period, only 23 percent of the men interviewed this year claimed to have dependents.

Claimants' Families

In 1942 only 1 out of 4 claimants lived alone or outside a family unit⁴ (table 1). Some of the husband-wife families, which constituted 53 per-

³ Husband and wife were classified as living together if a separation which began with the claimant's unemployment was expected to end with reemployment or if one was temporarily hospitalized or absent on a visit or worked in another city and returned home weekends. In all other cases, a husband and wife not living together were considered to be separated. In five such instances, the husband was in the Army.

⁴ For married claimants, a family was defined as including 1 or more of the following in addition to the claimant: wife or husband, unmarried children, dependent father, widowed mother, mother whose husband was unable to work, unmarried dependent brother or sister; and for unmarried claimants: mother, father, dependent grandparents, and unmarried sisters and brothers. Whether claimant was married or unmarried, persons supported from the claimant's family fund, or contributing to it (aside from payments for board and room) were considered members of the family.

Table 1.—Family type of claimants, by race

Family type	Claimants					
	Total		White		Negro	
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent
Total.....	1,288	100.0	850	100.0	429	100.0
Claimant only.....	321	24.9	162	18.9	159	37.1
Claimant and:						
Spouse ¹	282	21.9	172	20.0	110	25.6
Spouse and 1 or more chil- dren ¹	406	31.5	308	35.9	98	22.8
1 or more children but no spouse ¹	50	3.9	36	4.2	14	3.3
1 or 2 parents ¹	204	15.8	168	19.5	36	8.4
Brothers or sisters but no parents ¹	15	1.2	10	1.2	5	1.2
Other dependent relatives or persons.....	10	.8	3	.3	7	1.6

¹ With or without other dependent relatives or persons.

cent of all families, shared the same household with 1 or more other persons. Nearly 16 percent of the family units consisted of the claimant, parents, and possibly brothers or sisters.

About 35 percent lived with 1 or more of their unmarried children. All but 50 of these 456 claimants were living with a husband or wife, also. Thus the principal family group among all claimants consisted of the claimant, spouse, and child or children. Although 27 percent of both white and Negro claimants were single and 64 and 66 percent, respectively, were married, relatively many more Negroes lived alone while fewer were living with a spouse. The claimant-parent family unit was also more frequent among the white claimants.

Families of 2 or more persons, in which the claimant was the head,⁵ averaged 3.4 persons including the claimant, while families in which the claimant was not the head averaged 4.1 persons.

Earners in the families.—Seventy-six percent of the claimants who were heads of families were the only earners⁶ in their families (table 2). In families of 2 or more persons (headed by claimants), the percentage was smaller; 64 percent of these families had only 1 earner. The largest families had the greatest number of workers; half the families with 6 or more members had 2 or more earners. As one would expect, the families headed

⁵ In 1-person families, the claimant was considered the head of the family; in claimant-spouse or claimant-spouse-children families, the husband; in claimant-children families, the claimant; in claimant-parents families, the father, if living with claimant, or the mother, if father was not living with claimant; and in claimant-brother-sister and other families, the oldest person. Thus, the head of the family was the person usually regarded as such by the claimant and his family.

⁶ An earner was a member of the family who was working, had a job, or was seeking work during the interview week. This definition understates somewhat the true number of gainful workers in the household.

by persons other than the claimant had more workers; 87 percent of these families had 2 or more wage earners. As with the other families, the larger the family, the more workers.

More than nine-tenths of the families had only 1 worker who was unemployed and seeking work. However, in 1 in 6 of the 2-earner families headed by claimants, both earners were jobless; and in more than a third of these families with 3 or more earners, 2 or more were seeking work. These proportions were not very different for the families not headed by claimants, as shown by the following tabulation:

Claimant head of family	Claimant not head of family
All claimants..... 943	All claimants..... 345
1 seeking work..... 897	1 seeking work..... 287
2 seeking work..... 43	2 seeking work..... 49
3 or more seeking work..... 3	3 or more seeking work..... 9
Families with 1 wage earner	Families with 1 wage earner
1 seeking work..... 720	1 seeking work..... 43
Families with 2 wage earners	Families with 2 wage earners
1 seeking work..... 150	1 seeking work..... 179
2 seeking work..... 30	2 seeking work..... 24
Families with 3 or more wage earners	Families with 3 or more wage earners
1 seeking work..... 27	1 seeking work..... 63
2 seeking work..... 13	2 seeking work..... 25
3 or more seeking work..... 3	3 or more seeking work..... 9

While 73 percent of all claimants and 64 percent of the claimants in family groups were family

Table 2.—Distribution of claimants by number in family and by number of wage earners in family, by claimant's status as head of family

Number in family	Claimants					
	Num-ber	Per-cent	Percent in families with—			
			Total	1 wage earner	2 wage earners	3 or more wage earners
Total.....	943	100.0	100.0	76.3	19.1	4.6
1.....	321	34.1	100.0	100.0
2.....	239	25.3	100.0	72.8	27.2
3.....	163	17.3	100.0	61.3	34.4	4.3
4.....	101	10.7	100.0	63.3	22.8	13.9
5.....	54	5.7	100.0	51.9	37.0	11.1
6 or more.....	65	6.9	100.0	50.4	25.0	24.6
Total.....	345	100.0	100.0	13.0	58.9	28.1
1.....	74	21.4	100.0	36.5	63.5
2.....	91	26.4	100.0	11.0	79.1	9.9
3.....	72	20.9	100.0	5.5	66.7	27.8
4.....	50	14.5	100.0	4.0	48.0	48.0
5.....	58	16.8	100.0	3.4	20.7	75.9

heads, a larger proportion, in each case, were chief breadwinners.⁷ Practically all claimants who were family heads were also the principal contributors to the family fund, and 22 percent of the nonheads were chief breadwinners (table 3). Thus, 79 percent of all claimants and 72 percent of the claimants in families of 2 or more persons provided most of the family income.

Although for the total claimant group chief breadwinners were found most often among the older claimants, there was very little variation among claimants who were heads of families. Among those who were not heads of families, more than 40 percent aged 45 and over were chief breadwinners, as compared with 12 percent of the claimants who were less than 21 years of age.

Dependent persons in claimants' families.—A large proportion of the Delaware claimants lived in families with 1 or more dependent persons. "Dependent," as used here, does not necessarily mean a "needy" person, but rather one who was employed less than 15 weeks in the year preceding the claimant's interview or whose contribution to the family fund was less than the average. In this sense, 68 percent of all the families contained

⁷ The chief breadwinner was the person in the claimant's family who made the largest contribution to the family fund and was employed at least 15 weeks in the year preceding the interview.

Table 3.—Distribution of claimants by age group and percent in each group who were chief breadwinners, by status as head of family

Age group	All claimants		Claimant head of family		Claimant not head of family	
	Number	Percent who were chief breadwinner	Number	Percent who were chief breadwinner	Number	Percent who were chief breadwinner
Total.....	1,288	78.5	943	99.0	345	22.3
Under 21.....	94	23.4	12	100.0	82	12.2
21-24.....	137	55.5	66	98.5	71	15.5
25-29.....	154	73.4	103	100.0	51	19.6
30-34.....	169	70.3	121	98.3	48	20.8
35-44.....	295	84.1	230	98.3	65	33.8
45-54.....	232	97.8	220	100.0	12	58.3
55-64.....	125	96.8	116	100.0	9	55.6
65 and over.....	60	91.7	55	96.4	5	40.0
Age unknown.....	22	-----	20	-----	2	-----

1 or more dependents. Of the families in which the claimant was chief breadwinner, 63 percent included at least 1 dependent. On the other hand, 85 percent of the families in which claimants were only secondary workers—the larger families, generally—included persons who were not mainly self-supporting. Among families of the same size, those in which the claimant was a secondary worker contained fewer dependent persons than those in which he was chief breadwinner.

Although the larger families tended to have more members in the labor market, the number of

Table 4.—Percentage distribution of claimants by number of persons wholly or mainly dependent on them, by sex, family type, and age group

Sex, family type, and age group	Number of claimants	Percent ¹ of claimants with—						
		Total	No dependent	1 dependent	2 dependents	3 dependents	4 dependents	5 or more dependents
Total.....	1,282	100.0	50.5	21.2	12.7	7.9	3.6	4.1
Sex								
Male.....	1,086	100.0	44.6	23.6	14.3	8.6	3.9	4.8
Female.....	196	100.0	83.7	8.2	4.1	2.5	1.5	-----
Family type								
Claimant only.....	321	100.0	100.0	-----	-----	-----	-----	-----
Claimant and:								
Spouse.....	281	100.0	28.1	65.1	5.0	1.8	-----	-----
Spouse and 1 or more children ²	402	100.0	18.6	7.7	31.2	20.1	11.2	11.2
1 or more children but no spouse ²	49	100.0	10.2	42.9	26.5	16.3	2.1	2.0
1 or 2 parents ²	204	100.0	75.9	14.3	3.9	2.9	-----	3.0
Brothers or sisters but no parents ²	15	-----	-----	-----	-----	-----	-----	-----
Other dependent relatives or persons.....	10	-----	-----	-----	-----	-----	-----	-----
Age group								
Under 21.....	94	100.0	86.2	5.3	3.2	2.1	-----	3.2
21-24.....	137	100.0	66.4	14.6	11.0	2.9	2.9	2.2
25-29.....	153	100.0	40.0	19.6	13.7	9.8	3.9	3.9
30-34.....	169	100.0	43.8	24.9	12.4	10.1	4.1	4.7
35-44.....	292	100.0	46.2	19.9	15.4	7.5	4.8	6.2
45-54.....	232	100.0	40.1	23.7	13.8	13.4	4.7	4.3
55-64.....	124	100.0	46.0	30.7	12.9	4.8	3.2	2.4
65 and over.....	59	100.0	52.5	32.2	11.9	3.4	-----	-----
Age unknown.....	22	-----	-----	-----	-----	-----	-----	-----

¹ Not computed on base of less than 25 cases.

² Number of dependents of 6 claimants unknown.

³ With or without other dependent relatives or persons.

Table 5.—Percentage distribution of claimants by number of children under 18 years of age and by employment status of wife¹

Number of children under age 18	Number of claimants	Employment status of wife				
		Total	No wife ¹	Wife employed	Wife seeking work	Wife at home or unable to work
Distribution by number of children under age 18						
Total number.....	1,288	1,288	726	111	11	440
Total percent.....	-----	100.0	100.0	100.0	100.0	100.0
None.....	894	69.4	84.3	59.5	-----	48.2
1.....	185	14.4	7.8	23.4	-----	22.5
2.....	108	8.4	4.4	9.9	-----	14.6
3.....	47	3.6	2.1	4.5	-----	6.1
4 or more.....	54	4.2	1.4	2.7	-----	8.6
Distribution by employment status of wife						
Total.....	1,288	100.0	56.4	8.6	.8	34.2
None.....	894	100.0	68.5	7.4	.4	23.7
1.....	185	100.0	30.8	14.1	1.6	53.5
2.....	108	100.0	29.6	10.2	.9	59.3
3.....	47	100.0	31.9	10.6	-----	57.5
4 or more.....	54	100.0	18.5	5.6	5.5	70.4

¹ The 726 claimants with "no wife" include 200 female claimants, of whom 131 were living with husbands. The data, therefore, do not measure the number of wifeless families with or without children.

dependent persons also increased generally with family size. In those in which the claimant was chief breadwinner, however, the proportion of families in which the claimant was the only breadwinner decreased, except for the largest families. At the same time, there was a small number of large families in which economic necessity forced additional members into the labor market.

Claimants' Dependents

Not all these dependents relied on the claimants for their chief support; some claimants were dependent persons themselves, or secondary workers. Of the 1,288 claimants interviewed, half were wholly or mainly supporting 1 or more persons² (table 4). Male claimants, naturally, were more likely to have dependents than female claimants; 55 percent of the men but only 16 percent of the women had at least 1 dependent.

The principal family types found in the study were those which included the claimant's children—families most likely also to have members dependent on the claimant for support. Of the claimants living with a spouse and 1 or more

² A person was considered wholly or mainly dependent on a claimant if that person was a "dependent person" as defined above and the claimant was chief breadwinner. In this section, unless otherwise noted, "dependent" includes only members of the claimant's family living in his household.

children, 8 out of 10 were the chief providers for the family. The supporting burden fell even more heavily when claimants were widowed, separated, or divorced; 9 out of 10 such claimants were supporting dependents.

Of the claimants who were married but had no children, 72 percent had at least 1 dependent. By contrast, only 24 percent of the claimants who were unmarried and living with parents and 33 percent of those living with brothers and sisters only were supporting dependents.

Relatively few young claimants had dependents. Only 14 percent of the claimants under 21, and 34 percent of those in the 21–24 age bracket were the chief breadwinner for 1 or more other persons. Among claimants aged 65 and over, 47 percent had dependents while, in the other age groups, the proportions varied from 51 to 60 percent.

About 2 out of 5 claimants who had dependents had only 1, but the average number of dependents was 2.2. The largest number of dependent persons was found among claimants living with spouse and children; in these families, 22 percent of the claimants had 4 or more dependents.

Who were the dependents?—Wives and children were the principal class of dependents. Almost half of all claimants (47 percent) had a nonworking wife or child, and 34 percent had a wife who was not in the labor market during the survey period. An additional 9 percent had a wife who was working, while fewer than 1 percent had a wife seeking work during the interview week (table 5).³ Less than 10 percent of all claimants were wholly or mainly supporting other relatives.

The great majority of wives had no income from earned wages; 78 percent of the 562 wives of claimants were neither working nor seeking work during the interview week. Even in the families with no children under 18, 75 percent of the wives were not in the labor market. If there were children, the chances that a wife would look for work were slightly less; 81 percent of the wives with children were not employed or looking for work. The greater the number of children, the greater was the probability that a wife would not be working.

The 1,288 claimants interviewed had 873 children under age 18. A dependent's benefit payable

³ None of the wives who were seeking work claimed benefits during the interview week. In only 30 of the claimants' households was there a second claimant.

only in behalf of children would cover a large majority of the persons actually dependent upon claimants. However, almost half of the wives who were not in the labor force had no children under 18 and the family would therefore receive no assistance from a child's benefit.

Next to wives and children, the principal class of dependents consisted of parents—a father who was unable to work, a widowed mother, or a mother whose husband was unable to work—but only 5 percent of all claimants provided the chief support for such dependents. Another 5 percent were supporting brothers and sisters or other relatives; only 3 claimants were supporting infirm nonrelatives. Dependents other than wives and children were found almost as frequently in families including a wife or child as in families which did not. As the number of wife and child dependents increased, however, there was somewhat less likelihood that claimants would have other persons dependent on them for support.

A few claimants were also sending regular contributions toward the support of relatives living outside their households; 3.5 percent were contributing to the support of 1 or more children, 0.5 percent to a wife, and 1 percent to both wife and children living apart from them. Thirty claimants

were contributing to the support of 59 relatives other than wife or child.

In summary, a dependents-benefit formula covering only nonworking wives and children would include about 85 percent of the persons in this study who were actually dependent on claimants. Only 9.5 percent of the Delaware claimants had a dependent other than wife or child and only half of these were in households which did not include a wife or child of the claimant. In other words, of all the Delaware claimants, only 5 percent with 1 or more persons to support would not benefit potentially from a formula covering wives and children.

Benefit Rights, Earnings, and Family Responsibilities

A positive relationship between family responsibility and the claimant's earning power was apparent from an analysis of the claimants' weekly benefit amounts, which roughly reflect their average weekly wages (table 6).¹⁰ Only 14 percent of the claimants with no persons wholly or mainly

¹⁰ The Delaware claimants received a weekly benefit amount equal to 1/25 of total wages in the quarter of highest earnings, rounded to the next higher multiple of 50 cents, with a minimum of \$5 and a maximum of \$15. Distributions of weekly benefit amounts were available only for eligible claimants. The maximum weekly benefit amount was raised from \$15 to \$18 in March 1943.

Table 6.—Percentage distribution of eligible claimants by their weekly benefit amounts and by their base-year earnings, by number and type of persons wholly or mainly dependent

Number and type of dependents	Number of claimants	Percent of claimants with weekly benefit amount of—							Percent of claimants with base-year earnings of—								
		Total	\$5.00–\$6.50	\$7.00–\$8.50	\$9.00–\$10.50	\$11.00–\$12.50	\$13.00–\$14.50	\$15.00	Total	\$125–\$199	\$200–\$399	\$400–\$599	\$600–\$799	\$800–\$999	\$1,000–\$1,499	\$1,500–\$1,999	\$2,000 or more
Total	1,245	100.0	21.4	16.6	15.9	13.9	9.6	22.6	100.0	11.1	23.9	17.8	13.3	11.0	15.2	4.7	3.0
No persons wholly or mainly dependent	625	100.0	27.5	20.8	16.6	13.8	7.8	13.5	100.0	13.0	29.4	19.8	13.6	9.9	11.2	1.8	1.3
1 or more persons wholly or mainly dependent	614	100.0	14.8	12.0	15.3	14.2	11.6	32.1	100.0	8.6	18.4	15.5	13.2	12.2	19.4	7.8	4.9
1	265	100.0	17.7	13.2	17.4	11.3	10.6	29.8	100.0	10.2	21.1	16.6	14.0	9.8	18.9	6.4	3.0
2	156	100.0	14.1	9.6	11.5	16.0	12.2	36.6	100.0	8.3	14.1	12.8	10.3	14.7	23.7	10.3	5.8
3	100	100.0	13.0	14.0	14.0	19.0	9.0	31.0	100.0	8.0	17.0	15.0	14.0	15.0	17.0	8.0	6.0
4 or more	93	100.0	9.7	10.8	17.2	14.0	16.1	32.2	100.0	5.4	19.4	17.2	15.1	11.8	16.1	7.5	7.5
No children under age 18	866	100.0	22.2	17.1	17.2	13.6	8.9	21.0	100.0	10.8	25.9	18.7	13.5	10.2	14.7	3.6	2.6
1 or more children under age 18	379	100.0	19.6	15.6	12.9	14.5	11.3	26.1	100.0	11.6	19.3	15.6	12.9	12.9	16.3	7.4	4.0
1	179	100.0	19.6	16.7	11.2	12.3	13.4	26.8	100.0	12.9	17.3	13.4	12.9	13.4	19.5	8.4	2.2
2	105	100.0	20.0	13.3	15.2	19.1	9.5	22.9	100.0	7.6	22.9	16.2	13.3	18.1	12.4	5.7	3.8
3 or more	95	100.0	18.9	15.8	13.7	13.7	9.5	28.4	100.0	13.7	19.0	18.9	12.6	6.3	14.7	7.4	7.4
No wife or children	591	100.0	26.7	18.6	17.3	14.2	8.5	14.7	100.0	12.5	28.9	19.3	14.6	10.3	11.5	1.5	1.4
Wife and no children	275	100.0	12.4	13.8	17.1	12.4	9.8	34.5	100.0	7.3	19.3	17.4	11.3	9.8	21.4	8.0	5.5
Working wife	108	100.0	13.9	13.0	19.4	13.9	13.9	25.9	100.0	6.5	25.0	17.6	10.2	13.9	18.5	6.5	1.8
No wife or child dependent ¹	655	100.0	25.9	17.9	17.7	14.2	8.7	15.6	100.0	12.1	28.5	19.2	14.2	10.2	12.7	1.7	1.4
Wife and/or child dependent ²	590	100.0	16.3	15.2	13.9	13.6	10.7	30.3	100.0	10.0	18.6	16.1	12.4	11.9	18.0	8.1	4.9
1	293	100.0	15.4	18.1	15.0	10.9	8.9	31.7	100.0	9.9	20.1	17.1	11.6	10.6	17.4	8.5	4.8
2	139	100.0	20.2	11.5	10.8	15.1	15.8	26.6	100.0	11.5	15.8	12.9	13.7	14.4	21.6	7.2	2.9
3	81	100.0	12.4	16.0	14.8	19.8	7.4	29.6	100.0	7.4	16.1	19.8	9.9	17.3	16.0	8.6	4.9
4 or more	77	100.0	16.9	10.4	14.3	14.3	11.7	32.4	100.0	10.4	20.7	14.3	15.6	6.5	15.6	7.8	9.1

¹ Number of dependents of 6 claimants unknown.

² As used in this table, a dependent wife is one who was living with claimant and not working during the interview week; a dependent child is an unmarried child under 18 years of age living with male or female claimant.

dependent upon them for support, but 32 percent of those with dependents, were entitled to the maximum weekly benefit of \$15. The median weekly benefit for those with dependents was about \$3 higher than the median for those with no dependents. However, although claimants were less likely to be entitled to the lower benefit amounts as the number of their dependents increased, the median weekly benefit was about the same for claimants with 4 or more dependents as for those with only 2 dependents.

Since wives and children constituted the large majority of the dependents, the general relationships between benefit amounts and family responsibility were also found when the analysis was narrowed to this group of dependent persons. Nevertheless, about a fourth of the claimants with 3 or more dependents (wife and/or children) were eligible for no more than \$8.50 a week on the basis of their highest quarterly earnings.

Weekly benefit amounts of claimants with children were about \$1 higher, on the average, than those of claimants without children. The median weekly benefit of the former was about \$11.30, of the latter, about \$10.30. Average weekly benefit amounts of claimants with 1 child were very close to those with 3 or more children.

Although beneficiaries with dependents had higher weekly benefits, on the average, than workers without dependents, a worker who earned \$195 in his quarter of highest earnings and had a wife and 2 children to support received no more than a single worker with the same earnings. Moreover, many claimants with no dependents received relatively high weekly benefit amounts while a large proportion of claimants with many dependents were eligible for very low weekly benefit amounts.

There were also noticeable relationships between the family responsibilities of eligible claimants and their base-year earnings. Claimants with 1 or more persons dependent on them for support earned more in their base years, on the average, than those with no dependents, and claimants with a larger number of dependents had higher annual earnings than those with 1 or 2 dependents (table 6). Although this relationship would also exist if dependent meant only non-working wife or child under 18, the correlation is not so clear when the narrower definition is used. About 41 percent of the claimants with no de-

pendent wife or child earned less than \$400 in their base period; 29 percent with such dependents earned as little; and 31 percent of the claimants with 4 or more dependents (wife and/or children) did not earn as much as \$400 in the base year.

As a group, claimants with children were not much better off (in terms of their own annual income) than those without children. The median annual income of the former was about \$650, of the latter, about \$550. Almost a third of the claimants with 3 or more children earned less than \$400 in their base year; over a half earned less than \$600. It is clear that there was no straight-line relationship between claimants' annual earnings and the number of their minor children.

Claimants with a wife but no children had relatively high earnings, although if the wife was working the probability was great that the claimant's earnings were relatively low. Almost a third of such claimants earned less than \$400 in their base year.

These data do not tell the whole story of family security. The brief interview in Delaware did not lend itself to accurate data on total family income. Hence, little can be said here on the relationship between the number of dependents a claimant had and the total income available in the family to support those dependents. Some observations, however, are worth restatement in this connection:

1. Families in which the claimant was not chief breadwinner necessarily had income from additional workers in the family.

2. Chief breadwinners were found principally in the higher age brackets. Very young claimants, those with the lowest wages and lowest annual earnings, rarely had chief family responsibility.

3. Since the claimant was the only earner in 76 percent of the families headed by claimants and since claimants' weekly benefit amounts and annual earnings did not increase proportionately with the number of their dependents, the average weekly wage, average income, and average weekly benefit amount per member of the family decreased as size of family increased. For example, the median per capita weekly benefit amount in families with no wife or child dependent was \$9.51; for families with 1 such dependent it was \$5.50; with 2, 3, and 4 or more such dependents, respectively, it was \$4.12, \$3.02, and \$1.99.

The number of weeks of benefits to which a worker in Delaware was entitled depended on his weekly benefit amount and his base-year earnings. Under the law in effect when this survey was undertaken, Delaware workers were entitled to maximum benefits equal to the lesser of 13 times the weekly benefit amount or one-third of base-year wages, rounded to the next higher 50 cents.¹¹ Since both benefits and earnings varied somewhat with family responsibility, the potential duration of a worker's benefits bore some relation to the number of his dependents. Although most of the Delaware workers were entitled to the maximum of 13 weeks, more of those with dependents were entitled to the maximum than those without dependents. Of the workers with 2 dependents, 83 percent had a potential duration of 13 weeks—the highest percentage for any group. Only 74 percent of the beneficiaries with 4 or more dependents could receive benefits for the full period.

Methodology

The sample.—With few exceptions, interviewers selected claimants at random as the workers filed initial or continued claims over the counter. Claimants with obvious language difficulties were not interviewed. One interviewer interviewed only Negroes and completed 300 of the 1,288 schedules; otherwise, Negro and white claimants were selected in proportion to their representation in the total claimant group. Another minor bias arose from the fact that it was impossible to inter-

¹¹ The law was amended in March 1943, to provide a minimum duration of 10 weeks plus 1 weekly benefit amount for each \$200 of base-period earnings, and a maximum duration of 20 weeks.

view most of the partially unemployed workers because they were not required to report at the local office.

Claimants interviewed were fairly representative of all claimants during the survey period, December 1, 1941–February 14, 1942. The 1,288 claimants constituted at least 10 percent of the total number of different workers who filed claims in the State's three local offices during the period. Dover and Georgetown claimants were somewhat underrepresented in the sample. Although 85 percent of the claimants were interviewed in Wilmington, this local office received only about 60 percent of the claims filed in all three offices during the survey period. This overrepresentation of Wilmington was largely unavoidable, since a large proportion of Dover and Georgetown claims were filed at itinerant points.

The interview.—Local office personnel in Delaware obtained the required information in a brief 10-minute interview that was, in most cases, made a part of the regular job interview given to claimants registering for work. Other claimants who had already had their employment interview were questioned separately.

Interviewers asked a maximum of 20 simple questions and entered replies on a 1-page mimeographed form. Most claimants gave the information willingly; very few refused. It was made clear to them that responses were voluntary and that answers would in no way affect rights to benefits. Benefit-rights information was obtained later from central office records. Claimants' answers were carefully edited for consistency and checked for reliability.

The Effect on Needy Families of Suspension of the Food Stamp Plan

RUTH WHITE*

DURING THE 4 YEARS of its operation, the food stamp plan, administered by the Food Distribution Administration of the U. S. Department of Agriculture,¹ enabled large numbers of families throughout the United States to improve their diets. Although the plan was established in May 1939, at a time of food surpluses, primarily to increase agricultural income by increasing the demand for surplus farm products, it also served to increase the food consumption of low-income families. Disappearance of food surpluses under the stress of wartime demands led to the discontinuance of the plan on March 1, 1943. The suspension took effect in a period of sharply rising food costs, when the purchase of sufficient food was increasingly difficult for families with small incomes.

Since most of the families that had participated in the food stamp plan were recipients of assistance, an inquiry was made in March 1943 to ascertain how these families would be affected by its termination.² Replies received from 44 agencies in 39 of the 47 States in which the plan was in operation and from 14 large city or county agencies include information concerning: (1) increases that had been made in the amounts included for food, in determining need in each assistance program, (2) plans for further adjustments to compensate for loss of food stamps, (3) the availability of funds to effectuate such changes, and (4) the ability of the agencies to aid families who had been participating in the stamp plan, although they were not receiving any other type of assistance.

Administrators of assistance also volunteered considerable information on the ability of the assistance agencies to adjust payments to meet rising price levels and on the relationship of the stamp plan to the assistance programs.

*Bureau of Public Assistance, Statistics and Analysis Division.

¹ Previously administered by the Federal Surplus Commodities Corporation and its successors, the Surplus Marketing Administration and the Agricultural Marketing Administration of the U. S. Department of Agriculture.

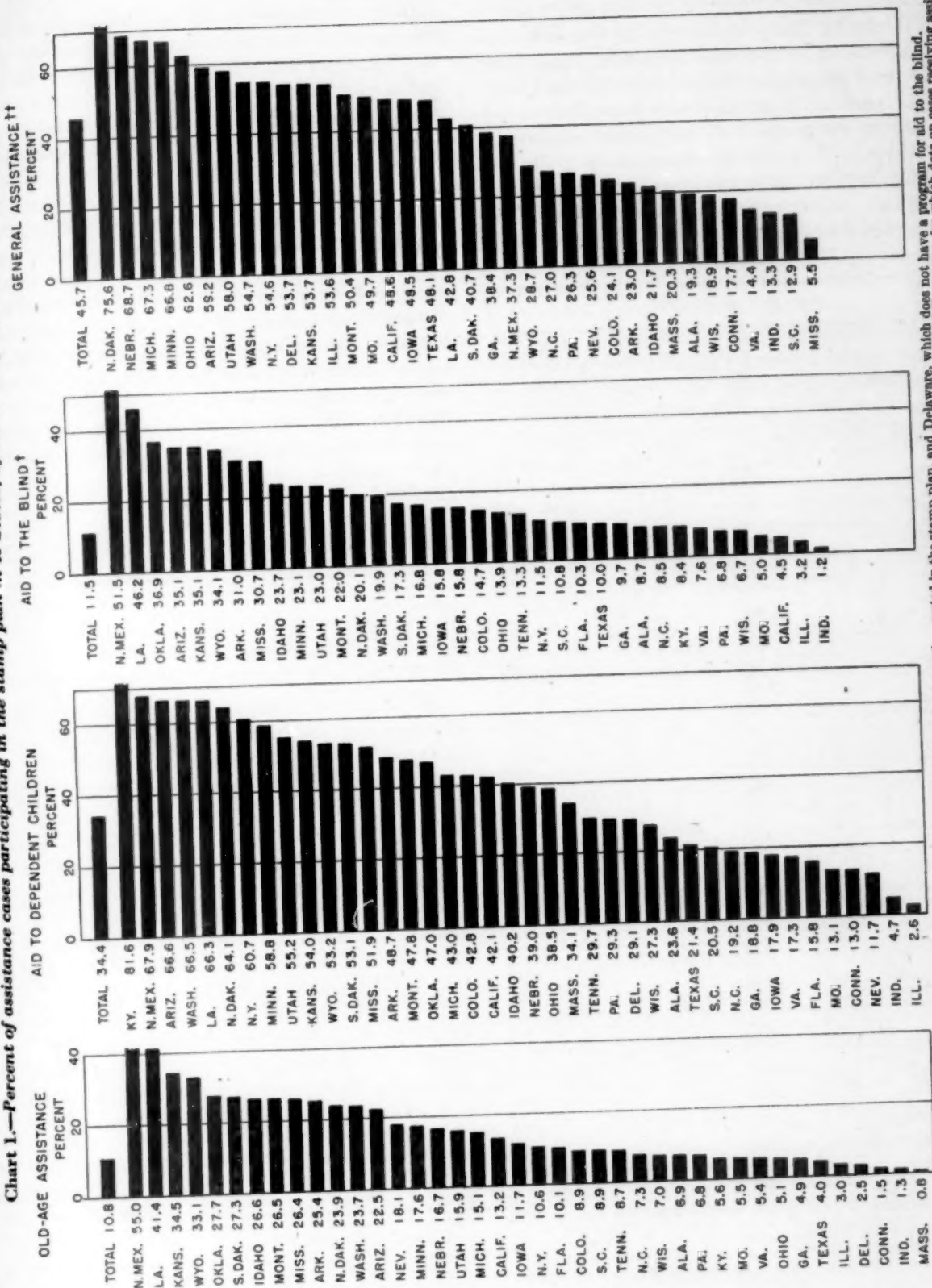
² The Food Distribution Administration cooperated in this inquiry by supplying statistical data and by advising on the plan for the study.

Method of Operation

In areas that adopted the stamp plan, direct purchase by participating families of surplus commodities through normal trade channels was substituted for distribution of commodities by welfare agencies. The food stamp plan did not completely replace direct distribution by welfare agencies, however, since the agencies continued to distribute surplus foods directly to recipients of assistance and other needy persons in areas where the stamp plan was not in use. Both in these and in stamp-plan areas, food was also distributed directly to certain charitable institutions and, under the school lunch program, to school children. Direct distribution of commodities was discontinued as a regular program on June 30, 1943.

Under the stamp plan, free blue stamps were distributed to families who were receiving or were eligible for assistance, including families receiving grants from the Farm Security Administration or earnings on projects of the Work Projects Administration. These free stamps could be used in the retail market to purchase foods declared to be in surplus by the Secretary of Agriculture. As a condition to participation in the stamp plan, consumers were usually required to buy orange-colored stamps, in an amount intended to equal their normal food purchases. These orange stamps could be used to purchase any food in the market. This purchase requirement was intended to ensure that food bought with free stamps represented a net addition to food consumption and an increase in farm income. Ordinarily, a family received 50 cents in free blue stamps for every \$1 spent for orange stamps. In some States and localities, however, a higher or lower proportion of free blue stamps was given with orange stamps, and free stamps were also distributed to some families who could not buy orange stamps. The food stamps could be used in retail food stores in the particular food stamp area, and were redeemable by the retailer either directly through the Department of Agriculture or through wholesalers or banks acting as collection agents for the Department.

Chart 1.—Percent of assistance cases participating in the stamp plan in 40 States, by State and program, December 1942¹



¹ Excludes 4 States in which the plan was not in operation and 7 States for which data by type of assistance are not available.
[†] Excludes Connecticut, Massachusetts, and Nevada, where a negligible number of cases participated in the stamp plan, and Delaware, which does not have a program for aid to the blind.
 † Excludes Florida, Kentucky, Oklahoma, and Tennessee, for which data on cases receiving assistance are estimated.

Extent of Participation in Plan

In December 1942, the stamp plan was in operation in areas which included more than three-fifths of the total population of the United States (table 1). In most other areas, foods were distributed directly to recipients. When general assistance and WPA rolls dropped precipitously with the rapid expansion of employment to meet war needs, the number of families participating in the stamp plan decreased.

Table 1.—Counties participating in the food stamp plan, December 1942

State	Total counties in State	Counties operating entirely under stamp plan	City areas operating under stamp plan	Percent of total State population residing in stamp plan areas
Total.....	3,096	1,354	83	61.5
Alabama.....	67	3	0	19.0
Arizona.....	14	14	0	100.0
Arkansas.....	75	34	0	59.1
California.....	58	51	0	97.4
Colorado.....	63	37	0	82.2
Connecticut.....	8	3	3	20.5
Delaware.....	3	1	0	67.4
Florida.....	67	6	0	41.1
Georgia.....	159	9	0	28.4
Idaho.....	44	44	0	100.0
Illinois.....	102	8	3	51.9
Indiana.....	92	4	1	25.7
Iowa.....	99	52	0	67.2
Kansas.....	105	97	0	91.7
Kentucky.....	120	8	0	28.6
Louisiana.....	64	39	0	76.8
Maine.....	16	16	0	100.0
Maryland.....	24	3	1	58.9
Massachusetts.....	14	1	42	62.0
Michigan.....	83	56	0	76.4
Minnesota.....	87	85	0	97.7
Mississippi.....	82	52	0	70.2
Missouri.....	115	6	1	47.4
Montana.....	56	56	0	100.0
Nebraska.....	93	67	0	80.5
Nevada.....	17	17	0	100.0
New Hampshire.....	10	10	0	100.0
New Jersey.....	21	0	11	28.7
New Mexico.....	31	31	0	100.0
New York.....	62	11	11	75.1
North Carolina.....	100	11	0	27.0
North Dakota.....	53	53	0	100.0
Ohio.....	88	28	1	67.5
Oklahoma.....	77	75	0	98.4
Oregon.....	36	36	0	100.0
Pennsylvania.....	67	40	0	77.2
Rhode Island.....	5	4	0	93.5
South Carolina.....	46	4	0	25.8
South Dakota.....	69	66	0	98.4
Tennessee.....	95	21	0	47.1
Texas.....	254	70	0	49.8
Utah.....	29	29	0	100.0
Vermont.....	14	0	3	19.8
Virginia.....	124	2	6	21.1
Washington.....	39	39	0	100.0
West Virginia.....	55	0	0	0
Wisconsin.....	71	35	0	61.3
Wyoming.....	23	23	0	100.0
District of Columbia.....	1	0	0	0

¹ 23 counties and 1 independent city.

² 114 counties and 1 independent city.

³ Seven townships in Vermont also operated under the stamp plan in December.

⁴ 100 counties and 24 independent cities.

⁵ Not included in county totals.

Source of data: Food Distribution Administration, Civilian Food Requirements Branch.

In the 40 States for which information is available by type of assistance,³ more than one-third of all families receiving aid to dependent children and somewhat less than one-half of those on the general assistance rolls participated in the plan in December 1942 (chart 1). More than one-tenth of the recipients of old-age assistance and aid to the blind were utilizing food stamps. These data reflect the percentage of all recipients of assistance that benefited under the stamp plan in these 40 States. Since the stamp plan was in operation in areas including only 63 percent of the population of these States, the percentage of participation by families in the stamp-plan areas was much higher. On the assumption that 63 percent of the families receiving assistance lived in the stamp-plan areas, the following rough estimates indicate the proportion of assistance families in these areas that participated in the plan.

Program	Percent of families in total case load that participated in the stamp plan	Estimated percent of families in the stamp-plan areas that participated
Old-age assistance.....	10.8	17.0
Aid to dependent children.....	34.4	55.0
Aid to the blind.....	11.5	18.0
General assistance.....	45.7	73.0

Assistance cases may not have been distributed between the stamp-plan and other areas in the same proportion as the general population. For this reason, the estimated percentages may be somewhat higher or somewhat lower than the actual data, if available, would show.⁴ Similar estimates could be made for each State by relating information on population of stamp-plan areas (table 1) to percent of total families participating (chart 1). Such estimates, however, might include a considerable error for some States or for one or more programs within a State.

In addition to cases receiving one of the four types of assistance, certain other families were eligible to participate in the stamp plan. In December 1942, some 34,000 families with a member employed on WPA, or 12 percent of the

³ Information by type of assistance received is not available for 7 States and the plan was not in operation in 4 States.

⁴ In September 1942, about 66 percent of all "persons certified" as eligible to participate in the plan, actually participated. The percent of participation based on "persons certified" is higher than the percent based on total case loads because all recipients of assistance were not certified. Included among those not certified were individuals not eligible to participate because they did not eat in their own homes or were living in family homes where the total income of the family exceeded specified amounts.

total families with WPA employment in the 40 States, used this opportunity. An additional 500 families assisted by other Federal agencies and more than 45,000 families who had no other assistance also participated in the plan (table 3).

Not only did large numbers of families participate in the food stamp plan, but the free stamps represented a substantial addition to their purchasing power. The average value of free stamps issued to participating families who received aid to dependent children in December 1942 was \$12.39. Free stamps issued in the same month to general assistance cases that participated in the plan averaged \$8.50 in value, while those issued to recipients of old-age assistance and aid to the blind averaged almost \$6 and more than \$7, respectively (table 2). The average for families not receiving assistance was \$11.50.

Effect of the Operation of the Stamp Plan on Administration of Assistance

At the outset, the Department of Agriculture and the public assistance agencies had agreed that assistance payments were to be maintained either at the levels in effect when the stamp plan was adopted or at higher levels, so as to assure that food purchased with free stamps would represent an increase in purchasing power. In order to obtain information as to the effect of the operation of the plan on assistance standards, the agencies were asked whether at the time the plan was put into effect changes were made in the amount of money included for food in determining need. They were also asked what effect operation of the plan had upon revision of cost figures for food.

Only a few agencies reported that adoption of the stamp plan resulted in any change in amounts included for food in the determination of need. In a few instances, this amount was increased either when the stamp plan was adopted or later, to facilitate participation in the plan. Such increases occurred in eight States but related to all four types of assistance in only one State, to general assistance in six States, and to aid to dependent children in one State. In general, increases were restricted to the counties in which the stamp plan was in operation. Only one State agency reported any lowering of standards; in determining payments for recipients of old-age assistance and of aid to the blind, amounts for food had

been reduced to the lower amounts established for recipients of aid to dependent children.

Agencies in six States reported either that the need to increase food allowances to meet rising prices did not become apparent as soon as it might have if the stamp plan had not been in operation, or that revision was delayed because commodities were available through the stamp plan or through direct distribution. For example, in one State where local officials are responsible for revision of budget standards for general assistance, the State agency reported, "In general the attitude of local authorities was to allow the excess buying power of stamps to absorb the rise in price level instead of raising standards." Another State agency, which has revised the State budget standard for food every 6 months since prices started to rise, reported that many of the local agencies undoubt-

Table 2.—Average value of blue stamps issued per case participating, by State and program, December 1942¹

State	Old-age assistance	Aid to dependent children	Aid to the blind	General assistance	Non-assistance
Total	\$5.77	\$12.39	\$7.23	\$8.53	\$11.50
Alabama	3.97	8.58	4.32	3.51	9.65
Arizona	6.53	12.77	8.67	8.74	
Arkansas	6.68	10.47	7.91	6.96	12.48
California	5.15	14.47	10.29	6.78	11.20
Colorado	5.64	11.80	7.30	6.42	13.09
Connecticut	7.84	19.05	(²)	12.80	
Delaware	4.36	13.62		6.04	
Florida	6.46	12.48	7.65	8.90	12.19
Georgia	4.73	11.98	5.89	5.42	10.91
Idaho	5.72	10.59	7.32	4.22	10.97
Illinois	5.37	20.09	6.22	8.80	
Indiana	7.17	14.89	(²)	6.29	
Iowa	5.91	12.28	6.90	8.71	12.09
Kansas	5.47	12.09	6.74	6.43	14.60
Kentucky	6.42	14.43	(²)	6.71	11.30
Louisiana	4.04	9.48	5.11	4.21	8.62
Massachusetts	5.51	19.14	(²)	12.04	22.63
Michigan	4.66	12.01	10.69	7.79	(²)
Minnesota	6.54	13.17	7.88	8.69	12.74
Mississippi	5.53	9.54	6.80	(²)	8.29
Missouri	5.99	12.68	7.20	8.39	
Montana	5.06	11.68	5.60	5.35	10.93
Nebraska	6.53	13.29	7.38	6.43	
Nevada	4.53	(²)	(²)	4.95	(²)
New Mexico	4.92	10.65	6.83	4.79	12.25
New York	6.42	13.15	6.53	10.05	21.37
North Carolina	5.72	11.31	7.54	4.69	11.25
North Dakota	5.56	11.53	(²)	6.89	(²)
Ohio	5.93	13.78	7.38	6.93	13.01
Oklahoma	6.05	11.25	8.67	4.50	8.95
Pennsylvania	5.70	12.41	5.27	7.93	
South Carolina	3.98	9.23	4.48	4.27	8.55
South Dakota	5.87	10.85	(²)	8.05	(²)
Tennessee	7.62	11.96	8.90	6.29	11.17
Texas	7.75	12.14	8.73	8.37	12.25
Utah	4.84	12.34	(²)	7.78	
Virginia	4.65	11.41	5.61	5.15	11.70
Washington	6.40	13.28	6.46	7.05	
Wisconsin	7.76	14.23	10.08	8.95	9.25
Wyoming	4.98	10.92	(²)	4.51	11.43

¹ Excludes 4 States in which the plan was not in operation and 7 States for which data by type of assistance are not available.

² Average not computed because less than 50 cases participated.

Source: Averages computed from data in table 4.

edly did not put the recommended revisions into effect because commodities were available to supplement payments.

Since prices have risen more rapidly for food than for other goods and services, the failure of these agencies to increase amounts for food in the determination of need has usually meant a considerable reduction in the amount of food that recipients can purchase. The delay in adjustments to meet rising prices was probably most serious for families who did not benefit through either the stamp plan or direct distribution of commodities.

A few agencies volunteered the opinion that a dual system of assistance is not a satisfactory method of providing for needy families. These comments were scattered and incomplete, but they came both from agencies with very limited funds for these programs as well as from those able to provide relatively adequate assistance. One agency, for example, said, "We are firm supporters of one type and source of assistance to the needy." Another State agency which canvassed the county directors reported as the consensus of the directors that a direct money grant to the families in an amount to meet their need based on minimum requirements would be preferable to dependence on supplementation by distribution of commodities. The director of assistance in a State where general assistance is administered by local officials on an extremely meager basis believes that reinauguration of the stamp plan, or a similar plan through which supplemental assistance is provided to families, would delay development of a general assistance program with Federal participation.

Effect of Suspension of the Stamp Plan on Participating Families

Replies received from administrators of assistance indicated that the effects of the suspension of the stamp plan on participants would vary widely among the States and among participants within a given State, mainly because of the great differences in State assistance standards and in the adequacy of available funds.

Agencies in the Southern and Southwestern States foresee a particularly serious loss to participants in these States. One Southern State reports that funds for the special types of public assistance are not available to increase amounts included for food to compensate for rising prices.

Moreover, total requirements of recipients even under present standards are not met. In this State both the stamp plan and the program under which food was distributed directly to recipients were used to a considerable extent as a substitute for a general assistance program, because no State funds are available for general assistance and county funds for this purpose are extremely meager and in some localities nonexistent. On the other hand, one Western State reports that, although the stamp plan served a useful purpose when payments under the general assistance and aid to dependent children programs were below a desirable standard, the agency is now able to include adequate amounts for food.⁵

Hardship resulting from suspension of the stamp plan is not, however, restricted to the Southern and Southwestern States. In certain other States administrators anticipate a serious loss to some families. The uneven distribution of the effect of loss of foods obtained under the stamp plan stems from the differences among assistance programs in the extent to which the total need of recipients is met. For example, both under the Social Security Act⁶ and under laws or administrative policies in some States, the maximums on payments allow for more nearly adequate payments to recipients of old-age assistance and aid to the blind than to recipients of aid to dependent children. Frequently, general assistance standards differ radically from those for other programs. These differences among assistance programs may accentuate the effect of suspension of the stamp plan upon recipients under certain programs.

Aid to dependent children.—Assistance agencies indicate that suspension of the plan will be a particular hardship to many families receiving aid to dependent children. Participation by these families was relatively high in many States, and large amounts of free stamps were issued to them. In December 1942, about 110,000 families (including almost 500,000 persons), or more than one-third of all families receiving aid to dependent children, participated in the plan in the 40 States. On the assumption that recipients were distributed between stamp-plan and non-stamp-plan areas

⁵ From January 1942 to May 1943 the average payment to families receiving aid to dependent children in this State increased by more than \$19 and to cases receiving general assistance, by almost \$7.50.

⁶ The Social Security Act limits the amount of individual payments that may be matched with Federal funds under each program.

in these States in the same proportion as general population, it may be estimated that more than half of the families to whom stamps were actually available were making use of them.

The average value of free stamps issued to each family was \$12.39 in December, and the average payment for aid to dependent children was \$36.25 per family. For families that participated in the stamp plan, the average assistance payment may have been higher or lower than the average for all families. It seems probable, however, that the ratio between the amount of the assistance payment and the value of free stamps was high for most families. In 15 of the 40 States, the ratio between the average assistance payment and the average value of blue stamps issued per family participating in the stamp plan was about 2 to 1. In 17 States the ratio was about 3 to 1. One of the State agencies that estimated that loss of the blue stamp purchasing power was equivalent to cutting the total amount of assistance to participating families by more than one-fourth, declared that the commodities purchased with blue stamps "brought the food budget in the participating cases to somewhere near an adequate level."⁷

Payments for aid to dependent children are frequently limited by maximums on individual payments. Eighteen States have adopted the matching maximums specified in the Social Security Act, which allows Federal participation in individual payments of \$18 for the first child in a family and \$12 for each additional child, while 3 of these have an additional limitation through a maximum amount per family. Ten additional States have maximums of varying amounts. In 27 of these 28 States about 45 percent of the families are receiving payments at the maximum. An increase in amounts included for food in determining need does not, therefore, actually result in increased payments for all recipients. As one State agency reported, revision in price schedules is "academic" in this State insofar as aid to dependent children is concerned, since about 85 percent of the grants are at the legal maximums.

Some States that limit maximum payments provide supplemental assistance under the general assistance program. Where general assistance funds are available for this purpose, loss of food stamps will be less serious than in States which

have no means of supplementation. In States where such supplementation is left to the administrative discretion of local officials, however, loss of food stamps may result in hardship to recipients in some counties. In the largest metropolitan area in one State, for example, more than 60 percent of the aid to dependent children families receive supplemental assistance under the general assistance program. In the other counties, policies of local officials differ and only 16 percent of the families receive supplemental general assistance. In the opinion of the State welfare agency, assistance payments and other resources available to these families in many instances do not meet their needs and the discontinuance of the stamp plan will mean a serious loss. It will also represent a loss in certain other States where payments to aid to dependent children families are low because standards under which need is determined do not provide adequately for the total requirements of the families or because funds are not available to meet need after it has been determined.

On the other hand, a number of States that do not have maximums on payments for aid to dependent children and are able to meet total need of recipients report that amounts included for food under present standards of the agency are considered sufficient to meet the nutritional needs of the families.

General assistance.—In December 1942, more than 191,000 families, or about 45 percent of all families receiving general assistance in the 40 States, participated in the stamp plan. On the assumption that recipients were distributed in accordance with general population, it may be estimated that approximately 73 percent of the families living in the stamp-plan areas in these States participated in the plan. The average value of free stamps issued to these families in December was \$8.53. Since all cases receiving general assistance did not participate, only a rough comparison can be made between the average assistance payment under this program—\$25.21 in December—and the average value of free stamps issued to participating cases. It is, nevertheless, obvious that the average value of the stamps was relatively high in relation to average assistance payments.

The agencies indicate that loss of food stamps will be more serious, on the whole, for families receiving general assistance than for other recip-

⁷ Minnesota Department of Social Security, Division of Social Welfare, *Social Welfare Review*, Vol. IV, No. 8 (January 1943), p. 6.

ipients. Although some agencies are able to meet total need of families receiving general assistance and have adjusted payments to compensate for rising costs of living, general assistance payments are still too low in a number of States to meet minimum subsistence requirements. This is true not only in States where payments are low under all assistance programs, but also in some States that provide more generously for recipients under one or more of the special types of assistance.

Less favorable treatment of recipients of general assistance may reflect lack of funds or the failure of agencies or local officials to adopt reasonably adequate standards of assistance. Even within a State, the situation often varies considerably among counties. In one State, for example, budget

standards adopted by the State agency are not always used by the counties in determining the need of general assistance cases. Although most of the counties have made adjustments in computing the cost of food in general assistance cases, the State agency believes that the effect of the loss of food stamps will be unevenly distributed among the families that have participated in the plan.

Old-age assistance and aid to the blind.—Since payments for old-age assistance and aid to the blind are in general more nearly adequate than for aid to dependent children and general assistance, aged and blind recipients have not depended on food stamps to the same extent as have families assisted under the other programs.

More than 227,000 cases receiving old-age

Table 3.—Number of cases and persons participating in food stamp plan and value of blue stamps issued, by assistance category and by State, December 1942¹

State	Old-age assistance			Aid to dependent children			Aid to the blind			General assistance			Non-assistance		
	Cases	Persons	Value of blue stamps	Cases	Persons	Value of blue stamps	Cases	Persons	Value of blue stamps	Cases	Persons	Value of blue stamps	Cases	Persons	Value of blue stamps
Total, 40 States²	227,505	404,215	\$1,311,811	109,535	483,721	\$1,357,483	8,531	20,713	\$61,660	191,431	480,414	\$1,632,618	45,605	215,397	\$524,248
Ala.	1,486	2,804	5,906	1,237	5,735	10,608	56	118	242	442	720	1,550	556	2,249	5,364
Ariz.	2,163	3,679	14,115	1,281	6,549	10,363	143	388	1,240	1,465	4,602	12,809	—	—	—
Ark.	6,303	15,305	42,105	2,801	12,795	29,338	360	1,080	2,846	835	2,151	5,814	3,660	16,637	45,677
Calif.	20,280	24,519	104,523	4,288	18,901	62,062	315	813	3,240	8,227	17,245	55,806	198	772	2,237
Colo.	3,738	5,730	21,100	2,109	9,492	24,880	92	193	672	1,563	3,656	10,048	633	3,134	8,546
Conn.	252	441	1,976	272	1,223	5,191	8	20	79	719	2,143	8,842	—	—	—
Del.	53	69	242	106	484	1,444	—	—	—	231	455	1,393	—	—	—
Fla.	4,377	9,076	28,261	820	3,716	10,231	696	2,119	1,212	3,507	10,786	5,079	22,691	—	61,900
Ga.	3,460	6,402	16,352	873	4,243	10,461	212	493	1,248	1,731	3,963	9,389	2,000	9,435	21,818
Idaho.	2,626	4,645	15,012	974	4,595	10,316	66	153	483	200	323	843	314	1,368	3,446
Ill.	4,490	7,409	24,098	670	3,369	13,458	243	467	1,512	30,360	66,335	267,027	—	—	—
Ind.	915	1,553	6,562	592	2,843	8,816	28	66	265	1,721	4,481	10,834	—	—	—
Iowa.	6,507	10,099	38,434	513	2,305	6,302	242	435	1,670	4,900	16,575	42,678	167	931	2,019
Kans.	10,560	18,159	57,734	3,062	12,897	37,006	450	1,026	3,032	3,224	6,533	20,720	375	2,293	4,476
Ky.	2,999	7,315	19,246	359	1,866	5,181	30	78	252	1,488	4,113	9,987	1,153	5,332	13,031
La.	15,755	29,574	63,622	8,942	39,344	84,742	672	1,562	3,431	1,705	3,067	7,174	532	2,047	4,586
Mass.	693	1,236	3,818	2,341	14,128	63,962	2	4	16	4,141	14,283	49,875	944	5,270	21,365
Mich.	13,536	17,683	63,041	7,589	31,675	91,141	230	811	2,460	12,841	28,056	100,027	48	281	744
Minn.	10,969	18,279	71,745	4,590	21,084	60,450	237	522	1,867	7,794	21,420	67,732	1,809	9,647	23,042
Miss.	6,938	18,029	38,349	1,280	6,265	12,211	410	1,359	2,786	36	99	170	8,299	37,146	68,807
Mo.	6,219	11,194	37,224	1,782	8,267	22,594	156	377	1,124	5,882	14,385	49,323	—	—	—
Mont.	3,228	4,561	16,323	1,019	4,555	11,901	70	120	392	802	1,909	4,293	688	2,867	7,530
Nebr.	4,764	8,380	31,122	1,754	8,506	23,316	110	238	812	2,299	5,329	14,784	—	—	—
Nev.	383	444	1,736	13	52	130	2	4	20	91	174	450	49	237	696
N. Mex.	2,801	5,649	13,782	1,617	7,569	17,226	124	334	848	465	1,006	2,227	262	1,397	3,216
N. Y.	12,158	17,446	78,076	14,707	52,321	193,356	308	444	2,012	58,681	161,957	589,480	640	3,369	13,674
N. C.	2,836	6,806	16,236	1,731	8,855	19,572	191	597	1,440	939	2,381	4,406	3,638	18,441	49,920
N. Dak.	2,212	4,018	12,309	1,402	6,400	16,168	28	77	198	1,119	3,497	7,710	13	48	94
Ohio.	7,102	11,949	42,111	4,131	18,270	56,928	537	1,122	3,961	14,639	33,090	101,515	189	1,080	2,400
Okla.	21,601	48,911	130,584	8,409	42,354	94,585	791	2,795	6,860	925	1,845	4,162	1,321	5,290	11,824
Pa.	6,388	7,990	36,406	11,319	48,670	140,436	636	1,106	4,931	9,541	23,415	75,638	—	—	—
S. O.	1,898	3,457	7,548	785	3,872	7,246	88	187	394	306	633	1,307	240	892	2,081
S. Dak.	3,950	7,188	23,176	953	4,298	10,342	44	130	398	683	2,233	5,499	20	87	204
Tenn.	3,536	9,407	26,932	4,050	20,516	48,454	219	731	1,949	705	2,054	4,436	1,237	5,540	13,814
Tex.	7,218	19,095	55,957	2,537	12,745	30,810	308	1,217	3,474	2,541	6,394	21,290	10,799	52,959	132,331
Utah.	2,247	2,946	10,875	1,351	5,950	16,666	34	67	254	1,187	2,672	9,235	—	—	—
Va.	1,029	1,819	4,785	807	3,919	9,206	79	175	444	570	1,174	2,934	187	940	2,188
Wash.	14,979	22,063	95,914	2,537	10,455	33,697	180	278	1,163	2,860	5,506	20,176	—	—	—
Wis.	3,697	7,114	28,700	2,618	11,121	37,257	123	326	1,240	2,174	6,666	19,446	412	2,395	3,811
Wyo.	1,159	1,712	5,774	314	1,457	3,430	43	101	285	185	295	834	123	622	1,405

¹ In addition, 33,688 cases with workers employed on WPA projects and 502 cases aided by other Federal agencies received blue stamps valued at \$416,980 and \$4,612, respectively.

² Excludes Alaska, District of Columbia, Hawaii, and West Virginia which did not participate in the stamp plan and the following 7 States for which data by category are not available: Maine, Maryland, New Hampshire, New Jersey, Oregon, Rhode Island, Vermont.

³ Total for 39 States; Delaware does not have a program for aid to the blind.

⁴ Total for 30 States; 10 States did not give stamps to "non-assistance" cases.

Source: Food Distribution Administration, Civilian Food Requirements Branch.

assistance participated in the stamp plan in December 1942 but this number represented only 10.8 percent of all recipients in the 40 States. Only about 11.5 percent of the cases receiving aid to the blind benefited under the plan. However, even though loss of food purchased with free stamps will in general be less serious for these aged and blind recipients, some agencies with limited funds report that suspension of the stamp plan will represent a serious loss to them also.

"Non-assistance" families.—Under certain circumstances, free blue stamps were given to needy families unable to meet the purchase requirements for orange stamps. These families included those for whom general assistance was not available in the community or who had a member awaiting assignment to WPA, or, in a few instances, those who could not be added to the rolls for one of the special types of public assistance because funds were not available to care for all eligible cases. In December 1942, free stamps were the only aid received by 45,600 "non-assistance" families comprising 215,400 individuals.⁸ Almost one-half of these families were in 9 States in the South,⁹ and more than one-third lived in 4 States in the Southwest¹⁰ (table 3). The number of such families who received free stamps has decreased during the past year and, as opportunities for employment increase, fewer families doubtless will need assistance to supplement their resources. Nevertheless, needy families to whom the special types of public assistance and general assistance may not be available were considered to be likely to suffer special hardship.

One agency declared that it could assist only a very limited number of these cases through general assistance and that, in submitting budget estimates to the legislature, it had pointed out the effect of loss of food stamps on this particular group. Another agency commented that, since funds are not available to meet the total need of recipients of the special types of assistance, the amount allocated to general assistance is "wholly inadequate" to meet the need. The report from another State in which provision of general assistance is entirely a local responsibility says, "There is little question but that most families that have

received free stamps will need assistance which will not be available to them in the local communities."

One State in these regions, which had a small number of "non-assistance" cases receiving stamps, expected to be able to care for all needy cases. On the whole, however, State legislatures and local political units in the Southern and Southwestern States have not provided sufficient funds to extend general assistance to all needy families, and no Federal funds are available for this program. Although families that had relied on food stamps and were in need when the stamps were discontinued were free to request assistance on the same basis as other needy families, the agencies in most of these States expected that little aid would be available to such persons unless they were eligible for the special types of public assistance.

Increases in Amounts Included for Food in Determining Need

Where funds permitted, agencies have increased the amounts included for food in determining need and the amount of the assistance payment. Replies from 39 States indicate that in 31¹¹ of them amounts included for food have been increased at least once between January 1, 1942, and April 30, 1943, and in some instances two or three times (table 4). In some States, information was not available for all programs, and, in a few other instances, increases had not been put into effect in all programs. The fact that recommended standards had been revised does not mean in all instances that total requirements determined under these standards were met. Moreover, in some States reconsideration of need in accordance with standards recommended by the State agency is optional with local agencies.

Eight States¹² reported that in determining need amounts included for food have not been increased since January 1942, usually because sufficient funds were not available to meet need. Despite this fact, however, in four of these States average payments for the special types of public assistance increased between January 1942 and May 1943 in amounts ranging from \$1 to \$5 per

⁸ "Non-assistance" cases did not participate in 10 States; also see footnote 3.

⁹ Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee, Virginia.

¹⁰ Arkansas, Louisiana, Oklahoma, Texas.

¹¹ Excludes one State that increased amounts included for food in determining need for general assistance. The agency which administers the three special types of public assistance reported no increase.

¹² Includes one State that increased amounts included for food in determining need for general assistance.

case per month. Similar increases in aid to dependent children occurred in three additional States. These increases are a result of several factors, including changes in the percentage of total requirements to be met by assistance and other resources, inclusion of additional items in the assistance plan, or, possibly, more liberal interpretation of agency regulations regarding items and amounts to be considered in determining need.

There has been an upward trend in the average monthly payment to recipients under each of the four assistance programs, but the increases have

varied widely among States and among programs within States. For example, the average monthly payments to families receiving aid to dependent children in one State was \$19.33 higher in May 1943 than in January 1942, but in 14 States the increases during this period were less than \$2. Similar but less extreme variations have occurred in the other assistance programs.

These increases are not, of course, an exact measure of the extent to which the effect of the increased cost of living on the needs of recipients is being taken into account, since there have doubtless been changes in the resources available

Table 4.—Dates of increases in the amount of money included for food in determining need, by State and program, January 1942–April 1943

State	Dates of increases			
	Old-age assistance	Aid to dependent children	Aid to the blind	General assistance
Alabama	A suggested food guide is used in the counties. Unit food costs are revised locally to conform to local prices ¹			
Arizona	July and September 1942	July and September 1942	July and September 1942	July and September 1942
Arkansas	June 1942	June 1942	June 1942	No increase ²
California	First budget guide adopted October 1942	May 1942 to March 1943 (Dates varied among 7 counties reporting)	(³)	May 1942 to March 1943 (Dates varied among 7 counties reporting)
Colorado	(⁴)	January 1943	January 1943	January 1943
Connecticut	April 1942 and January 1943	April 1942 and January 1943	April 1942 and January 1943	For 2 cities reporting, October 1942 and March 1943, respectively
Delaware	(⁴)	June and November 1942		March 1943
Florida	No increase	No increase	No increase	(⁴)
Georgia	July 1942	July 1942	July 1942	During 1942 in 6 of 7 counties reporting
Idaho ⁵	No increase	No increase	No increase	(⁴)
Illinois	March 1942 and January 1943	March 1942 and January 1943	(⁴)	Dates vary by county
Kansas	January 1943	January 1943	January 1943	January 1943
Louisiana	March 1943	March 1943	March 1943	March 1943
Maine	March 1943	March 1943	March 1943	(⁴)
Maryland (4 counties)	3 counties reporting increased amounts on January 1942, January 1943, and March 1943, respectively; last increase in 1 county in December 1941			
Massachusetts	Twice in 1942 and in January 1943	Twice in 1942 and in January 1943	March 1943	Twice in 1942 and in January 1943
Michigan	October 1942 and February 1943	October 1942 and February 1943	October 1942 and February 1943	During last 6 months in most counties
Mississippi	March 1942	March 1942	March 1942	(⁴)
Missouri	March and December 1942	March and December 1942	(⁴)	March and December 1942
Montana	February 1943	February 1943	February 1943	February 1943
Nebraska	March 1942 and February 1943	March 1942 and February 1943	March 1942 and February 1943	Dates vary by county ⁶
Nevada	July 1942	(⁴)	(⁴)	(⁴)
New Hampshire ⁷	November 1942	November 1942	Date not reported	(⁴)
New Jersey ⁸	No increase	No increase	No increase	November 1942
New Mexico	July 1942	July 1942	July 1942	July 1942
New York (3 cities)	August 1942 and April 1943 in 1 city; March 1943 and April 1943, respectively, in the other 2 cities reporting	August 1942 and April 1943 in 1 city; March 1943 and April 1943, respectively, in the other 2 cities reporting	April 1943, respectively, in the other 2 cities reporting	No increase
North Carolina	No increase	No increase	No increase	(⁴)
Oklahoma ⁹	No increase	No increase	No increase	August and December 1942
Pennsylvania ¹⁰	December 1942	August and December 1942	(⁴)	January 1943
Rhode Island	January 1943	January 1943	January 1943	No increase
South Carolina ¹¹	No increase	No increase	No increase	(⁴)
South Dakota	November 1942	November 1942	November 1942	(⁴)
Tennessee ¹²	No increase	No increase	No increase	(⁴)
Texas ¹³	No increase	No increase	No increase	(⁴)
Vermont	December 1942	January 1943	January 1943	(⁴)
Virginia	October 1942	October 1942	October 1942	(⁴)
Washington	April 1943	April and November 1942, and April 1943	April 1943	October 1942
Wisconsin	January 1942 and March 1943	January 1942 and March 1943	January 1942 and March 1943	April and November 1942, and April 1943
Wyoming	October 1942	October 1942	October 1942	January 1942 and March 1943

¹ In general, funds have not been available to increase payments.

² Amounts allotted to the counties for general assistance were increased during the winter months of 1942–43 in recognition of increased living costs.

³ Amounts of payments not determined on a budget basis.

⁴ Not available. In some instances, need and amount of payments not determined on a budget basis.

⁵ Last increase for the special types of public assistance: Idaho, October 1941; New Jersey, 1939; Oklahoma, April 1941.

⁶ Some counties use standards prescribed by the State department for the special types of public assistance; other counties increased amounts for food following discontinuance of the stamp plan.

⁷ In the spring of 1942 adjustments were made to compensate for increased cost of milk.

⁸ On April 28, 1943, an increase of 20 percent in amounts included for food was announced, the increase to be effective June 1, 1943.

⁹ Last increase July 1941.

¹⁰ Last increase for the special types of public assistance, May 1940. A new food schedule with increased amounts included for food will be effective June 1, 1943.

¹¹ Last increase for old-age assistance, 1938.

to some families, in the size of families (particularly those receiving general assistance),¹³ and in other factors. Nevertheless it is obvious that unless average family resources have increased to a marked degree, the small increases that have been made in a number of States are inadequate to compensate for higher living costs. One State in the Northeast, for example, reported that food allowances established in 1941 were increased by 10 percent in 1943, the amount permitted by the State appropriation. Since this increase does not cover the increased cost of food, however, the agency added that suspension of the stamp plan will mean that many recipients are "inadequately fed."

Plans for Further Adjustments

Any plans of the agencies to make further increases in the amounts included for food will be related to changes in food prices rather than to discontinuance of the stamp plan. As the plan was not in operation in all areas and not all recipients of assistance participated in the stamp-plan areas, the loss to recipients will be unevenly distributed and difficult to measure. Changes in price levels, on the other hand, affect all families, and the effect of those changes can be measured more satisfactorily. Where funds are available, payments can be adjusted to compensate for higher prices. Reports indicate that such measurement and adjustment is a fairly continuous process in a number of agencies.

In a few instances, action with respect to increases in amounts included for food was accelerated by the announcement of suspension of the stamp plan, and the loss of food obtained with free stamps was taken into consideration. Two large city agencies, for example, stated that recent increases were planned to cover both rising prices and loss of food purchased with free stamps.

Discontinuance of the stamp plan may, in some instances, result in prompter adjustment of payments. Frequently, considerable time has elapsed between an increase in food prices and actual redetermination of need of individual cases to take account of these increased costs. This lag may occur because an agency has failed to adjust cost figures in the standard budget soon after prices have changed significantly or has failed promptly

to redetermine need in individual cases on the basis of revised cost figures. One city agency which reported that often several months elapsed after a significant increase in food prices before individual payments to recipients were increased, recognized the need for more rapid adjustment because the stamp plan would no longer act as a shock absorber during this period. One State reported that municipalities that formerly had the stamp plan but had not been making payments to recipients of general assistance to meet 100 percent of requirements under State standards are now approaching that standard.

In preparing budget estimates for State legislatures, a few agencies included loss of food stamps as one justification for increases in individual payments. On the whole, however, increases in amounts included for food in determining assistance payments and requests for funds to make them possible were based on current costs of goods and services included in the assistance plan and were not related to loss of resources previously available through supplemental programs. In some States, budget estimates had been submitted prior to the announcement that the stamp plan was to be discontinued.

Availability of Funds to Effect Further Adjustments in Payments

During a period of rapidly rising prices, when the amount required to meet minimum needs of individual recipients changes frequently, the provision of funds to effect adjustment in payments is of prime importance. In recent months the decrease in case loads without a corresponding decrease in revenues has released a growing volume of funds for this purpose in many States. Moreover, assistance agencies have recognized their responsibility to provide assistance to needy families in amounts sufficient to meet the deficit between their requirements and resources and have requested appropriations adequate for this purpose. A number of State and large city and county agencies believe that the funds appropriated will enable them to increase payments to meet rising prices. On the other hand, under existing legislation and appropriations, some agencies cannot adjust payments to meet increased costs of food and other items.

Lack of funds to increase payments were reported most frequently by States in the South and

¹³ See "Hidden Declines in General Assistance Rolls," the Bulletin, October 1943, pp. 27-28.

Southwest. Four of six States that reported no funds for increased payments under any program were in these regions, as were five of the seven State agencies that planned to increase payments but reported that it would not be possible to meet the total need of recipients under all programs. One State that makes generous payments to recipients of old-age assistance did not expect to have funds to meet the budget deficits of families receiving general assistance. Inadequate funds for general assistance will also affect families receiving aid to dependent children who have previously received supplemental payments under the general assistance program.

A number of agencies reported that, even though they are unable to increase payments to meet total

need of recipients, the agency practice is to revise the standard budget guide to reflect current cost of items included in the budget. Two agencies, for example, recently raised their standard budget to a more nearly adequate level, even though funds were not available to meet total need determined under previous standards. One State agency in the South issues a "suggested food guide," and cost figures are revised locally to conform to local prices, despite the fact that, in general, most counties do not have the funds to increase payments. Another agency, which has not increased amounts included for food since 1941, is conducting a study of food prices, although it has little immediate hope of obtaining additional funds to meet increased costs.

Social Security and the Armed Forces

IN RESPONSE TO several inquiries and requests from members of the Congress for information concerning the protection of the social security rights of individuals in the military service, the following statements by Arthur J. Altmeyer, Chairman of the Social Security Board, were presented in the Congress in October. These statements, dealing with possible methods of extending the protection of the Federal system of old-age and survivors insurance to members of the armed forces and questions of policy which would need to be considered in the development of a national

system of demobilization unemployment allowances for servicemen, are presented here for their general interest in discussion and study of problems of social security.

In a message to the Congress on November 23, outlined on page 3 of this issue, President Roosevelt recommended legislation to provide a uniform system of allowances to unemployed servicemen and women, and to extend credit under Federal old-age and survivors insurance, on a uniform basis, to all members of the armed forces during their period of military service.

*Policy Questions in the Development of a National System of Demobilization Unemployment Allowances*¹

General Nature of Plan

The first fundamental policy question is whether the allowances shall be in accordance with a uniform national pattern or in accordance with the varying patterns developed under the 51 State, Territorial, and District unemployment compensation laws. Since the payments are to be made as a result of Federal military service, it is assumed that a uniform national pattern is desired so that benefits shall be calculated in the same manner, regardless of where the ex-serviceman makes application or where he lives.

Amount, Character, and Duration of Benefits

Another fundamental question is whether the amount of allowance should be a flat amount and for a fixed period of time, or whether it should be related to the amount of the serviceman's base pay or the length of his service. It is assumed that a flat allowance is desired regardless of the amount of base pay or length of service. A \$12-a-week or a \$15-a-week allowance for a specified number of weeks of unemployment during the 12 months immediately succeeding the period for which a "mustering-out" payment would be made might be considered reasonable for a person without dependents. It should be noted that only three State unemployment compensation laws pay benefits uniformly for more than 20 weeks,

and most States pay for a considerably shorter period. Payment for a maximum of 26 weeks during a 12-month period or payment for all weeks of unemployment during a 12-month period might be considered. This 12-month period would be required in many cases for a serviceman to develop new benefit rights under a State unemployment compensation law.

Another fundamental question is whether the amount of the allowance should be varied in accordance with the number of dependents. While only the District of Columbia unemployment compensation law provides dependents' allowances, it is assumed that it is desirable to take account of dependents, especially since provision is made for dependents' allowances for persons while in service. However, a secondary question is whether the amounts allowed for dependents should be the same as (or be related to) the allotments and allowances now being provided or whether a separate schedule of dependents' allowances should be established. Either approach would be feasible administratively; however, if the dependents' allowances are to be related to the allotments and allowances now being received several questions would have to be decided. To mention only the more important, is it desired to pay to dependents only the allowances or both the allotments and allowances in addition to the unemployment allowance that the man himself would receive? Is it desired to pay to Class B dependents? Is it desired

¹ This statement was also distributed to all State employment security agencies on October 18, 1943.

to consider a working wife to be a dependent? Is it desired to fix a maximum amount on dependents' allowances?

If a separate schedule of dependents' allowances is established, the amount of the basic allowance may largely determine the number of dependents who may be taken into account because of the desirability of establishing a maximum allowance. For example, if the basic weekly allowance were made \$12, a dependent's allowance of \$6 a week for each dependent, up to a maximum of two or three dependents, might be considered reasonable. If the basic weekly allowance were made \$15, a dependent's allowance of \$7.50 a week for each dependent, up to a maximum of two dependents, could be considered.

All but two State unemployment compensation laws provide for compensation for partial unemployment—that is, when a person works so little in a week that he earns less than his weekly benefit amount. It is assumed that allowances should be paid to ex-servicemen for partial unemployment on a basis which would encourage them to accept part-time work. Such a formula might exempt the first \$3 or \$6 of weekly earnings, in making deductions for earnings from the total weekly allowance.

Another question is whether allowances should be paid on a daily or weekly basis. All but one State law provides for compensating for unemployment in units of a week, although the method of paying on a daily basis has certain advantages.

Payment During Disability

Another fundamental question is whether unemployment allowances should be paid regardless of whether the unemployment is due to lack of work or physical disability. There are six possibilities:

- (a) Pay unemployment allowances regardless of whether the unemployment is due to lack of work or physical disability;
- (b) Pay no unemployment allowances if the person is physically unable to work;
- (c) Pay unemployment allowances if the beginning of the period of unemployment was due to lack of work, even though after the period started the person became physically disabled;
- (d) Pay unemployment allowances if the be-

ginning of the period of unemployment was due to lack of work, even though after the period started the person became physically disabled, except when the individual fails to accept suitable work offered to him through the employment office;

- (e) Pay unemployment allowances if the beginning of the period of unemployment was due to lack of work, even though after the period started the person became physically disabled, so long as he would have been held to be "available for work" under the State unemployment compensation law of the State in which he is residing; or
- (f) Pay unemployment allowances if the beginning of the period of unemployment was due to lack of work, so long as the extent of any period of unavailability within a week is not such as to preclude a finding under Federal regulations that he was available for work "for the week." As indicated in (e), this is in accordance with the present practice of some States.

At the present time one State is paying disability benefits. Other States administer their laws in the manner indicated in (b), (e), or (f). Alternatives (c) and (d) are intermediate suggestions. In part, the decision as to whether to pay allowances during periods of disability will depend upon the decision as to the effective date of the program since administrative considerations must be weighed with respect to any inclusion of disability benefits. There can be no doubt as to the social desirability of providing the ex-servicemen and their families protection during periods of sickness and disability. With an appropriate allowance of time to get ready it would not be impossible to administer disability benefits. It would be comparatively simple if disability benefits are payable only for disability occurring within periods of unemployment. If benefits are payable for disability, regardless of whether it occurs within a period of unemployment, the administrative task is more difficult and of a different character, since it would be necessary to have Nation-wide facilities to determine the fact of disability in individual cases. On the other hand,

payment of benefits for disability occurring within periods of unemployment and failure to pay benefits for disability not occurring within periods of unemployment will cause some anomalies and may be difficult to understand.

Disqualification Provisions

Another fundamental question is whether there shall be uniform provisions relative to disqualification for the receipt of benefits or whether the disqualification provisions in the various State, Territorial, and District unemployment compensation laws shall be applicable. The most important of the disqualifying conditions in these various unemployment compensation laws relate to discharge for misconduct, voluntary quitting, or unreasonable refusal to accept suitable employment. The laws vary in defining the type of discharge, quit, or refusal which disqualifies and in the extent of the attendant disqualification. It is assumed that specific and uniform disqualification provisions are desired. It is also assumed that refusal or failure without good cause to attend a training course as directed shall be one of the causes for disqualification.

A related question is whether the interpretations of the disqualification provisions and other provisions of the law shall be in accordance with rules and regulations promulgated by a Federal authority or whether they shall be in accordance with rules and regulations promulgated by the various State unemployment insurance agencies. There is considerable variation between the States in their interpretation of identical language. It is assumed that the provisions should be interpreted in accordance with rules and regulations promulgated by the Federal agency.

Relation to Existing State Legislation

Final decisions as to what the allowances should be, what the disqualification conditions should be, and who should be responsible for interpretations are dependent to a considerable extent upon the relationship envisaged between the ex-servicemen's unemployment allowances and the regular unemployment insurance benefits payable under the various State, Territorial, and District unemployment compensation laws. All but three States have enacted legislation to freeze any unemployment benefit rights which persons entering the armed forces may have possessed at the time of

such entrance. It is estimated that probably 50 percent of the persons entering the armed forces had benefit rights in varying degrees under some State law. Twenty of the States which provide for freezing the benefit rights of persons entering the armed forces have included a proviso to the effect that the benefits frozen shall not be payable until unemployment allowances payable under a Federal law to such persons are exhausted. Six additional States provide that the frozen benefits payable for a given week shall be reduced by the amount of the Federal benefits. There is likewise a general provision which is found in most State laws to the effect that benefits are not payable for any period for which unemployment benefits are payable under an unemployment compensation law of another State or of the United States. Therefore, it is doubtful whether a Federal statute could be drawn to supplement for each week the benefits otherwise payable under State unemployment insurance laws which would not require amendment of the majority of existing State laws in order to make certain that ex-servicemen actually could receive combined State and Federal benefits up to the desired amount.

The States could be compelled to amend their laws to pay the frozen benefits through the insertion of sanctions in the Social Security Act relative to Federal grants for the administration of State unemployment insurance laws and the approval of State unemployment insurance laws which is necessary in order that employers may qualify for the 90-percent offset against the 3-percent Federal unemployment tax. However, this would undoubtedly be resented by the States. Even if the States were compelled to pay these frozen benefits, the determination of the respective State and Federal obligation in individual cases would be complicated.

Administration

Even though the States were not required to pay the frozen benefits first or were not required to share any financial responsibility for the payment of allowances to ex-servicemen, it would still be possible to utilize the State unemployment insurance agencies for the administration of Federal unemployment allowances. However, it is assumed that in order to assure administrative flexibility and adaptation to changing circumstances it is desired to make it optional with the

Federal agency as to whether the allowances will be paid directly by the specific Federal agency designated to administer the law or by other cooperating Federal or State agencies.

In any event, it seems that there should be a specific requirement that applicants for allowances shall register at an office of the U. S. Employment Service. That service is now being operated by the War Manpower Commission but is being utilized by the State unemployment insurance agencies. The U. S. Employment Service is required by the Wagner-Peyser Act (48 Stat. 113) to "maintain a veterans' service to be devoted to securing employment for veterans." Prior to January 1, 1942, the U. S. Employment Service consisted of 51 separate services maintained by the various unemployment insurance agencies although almost 100-percent financed by grants from the Federal Government. On that date all of the State agencies, at the request of the President, consented to the transfer of the employment offices to the Federal Government for direct operation by the Federal Government. In consenting to this transfer practically all of the Governors and other State officials specified that they considered this transfer temporary and justified only because of the war emergency.

Regardless of whether the employment offices are returned to the States or directly operated by the Federal Government, it should be possible to administer this program simply, and in practically all cases to have local offices pay allowances without referral to either State or Federal central offices, since the schedule of allowances would be uniform and the ex-servicemen's discharge papers would contain all the information necessary to process the individual's claim.

Policy Questions in Extending Protection of Federal Old-Age and Survivors Insurance to Members of the Armed Forces

General Nature of Plan

There are two methods that could be utilized in extending the protection of the Federal old-age and survivors insurance system to persons in the armed forces. One is the moratorium plan whereby all preexisting rights under the Federal old-age and survivors insurance system, possessed by persons entering the armed forces, would be frozen at the time they entered the armed forces.

Effective and Terminal Dates of Plan

Finally, there is the question of when such a program should become effective. Already thousands of individuals have been discharged from the service and it is possible that there may be some demobilization of the armed forces before complete victory over both Germany and Japan. Consequently, the effective date should be determined in relation to possible military developments and possible demobilization plans. One alternative is to begin payment of allowances upon a specified date; another upon occurrence of a specific event, such as an armistice or a substantial demobilization; another is to provide that the President shall determine the date by proclamation, taking due account of certain factors specified in the law.

It is also necessary to decide for how long a period after the termination of hostilities the program will be in effect. The period for which such a program should be in effect depends in large part upon the length of time it takes to demobilize the armed forces and the economic conditions prevailing during the post-war period. It is possible, in view of the fact that our forces are distributed all over the world, that it may take some time for demobilization to be nearly complete. Provision could be made for the program to operate for a specified time after the termination of hostilities, say 3 years. If the Congress should decide later on that this was not long enough to permit individuals to take advantage of the provisions of the law because of a slower process of demobilization, the Congress would have sufficient time and opportunity to amend the law to extend the duration of the program or, if experience should so indicate, to shorten the duration of the program.

The other method is simply to extend the coverage of the old-age and survivors insurance system to include service in the armed forces.

The moratorium plan has three disadvantages. One is that a large proportion of persons entering the armed forces have no previous existing benefit rights to be frozen. The second is that there is no increase in the benefit rights as occurs in the case of periods of insured employment. If these

men had not been in the armed forces during the war but had continued at their regular jobs or gone into war industry, in most cases they would have been building up their benefit rights. The third is that it is more difficult to understand because it would be necessary to explain in each individual case that the period of military service would be blocked out in computing an individual's average wage (upon which benefits are paid) and in determining eligibility for benefits, both of which are related to the period of time elapsing from the date the Federal system originally went into effect (or from the date the individual became 21 years of age, whichever is the later).

It seems preferable, therefore, to treat service in the armed forces as though it were insured employment and to credit to the serviceman's social security account the wages received during his military service.

Amount of Wages To Be Credited

In selecting the amount of wages to be credited to the serviceman's social security account, consideration must be given to equity to the serviceman, and to administrative factors. The actual amount of pay received by the serviceman might be credited under the program plus an arbitrary amount such as \$60 or \$75 per month to represent the value of the subsistence which he receives. Crediting the actual pay, however, may involve substantial administrative difficulties. Two other simpler possibilities are either the highest pay during military service, or pay at time of discharge—plus some amount in lieu of subsistence. Another even more simple possibility is to provide some flat sum for all persons in the service, such as \$160 per month, as is provided in the military service amendments to the Railroad Retirement Act. It should be noted that the crediting of any amount less than \$250 per month (the maximum under the present insurance program) may reduce the amount of any benefit slightly for those few persons who had higher earnings and were covered under the insurance system before entering military service.

Contributions by Servicemen

Since the old-age and survivors insurance program is a contributory program, it is suggested that the legislation affording military service credit provide that contributions be paid just as they

are in private employment. This should add to the assurance that any benefits derived from military service are being provided through a contributory program. In private employment, the employer may pay the individual's contributions for him. Analogously, provision can be made that the Federal Government should pay the serviceman's contributions.

Duplicate Benefits

An important question to be decided is the relationship of regular veterans' benefits to benefits which would be payable under the Federal old-age and survivors insurance system. It is desirable not only to eliminate gaps, but also overlaps in providing protection against economic loss. In other countries having a social insurance system adjustments are usually made to prevent the payment of duplicate benefits for the same hazard. In Great Britain, for example, social security benefits usually are not payable if the person is eligible for veterans' benefits. In Germany the social insurance benefit may be reduced to one-third when veterans' benefits are payable.

In this country the problem of adjustment of duplicate benefits payable for the same hazards under the Social Security Act and other laws has not yet been faced or solved. If the social security law had been passed first it is probable that the various other laws—Federal, State, and local—providing protection against economic loss due to the same hazards would have taken into account the basic protection provided under the Social Security Act. That is to say, the benefits provided under such other laws would have been made supplementary to the extent necessary to a more desirable degree of protection. However, as it is, in this country benefits are paid under veterans' legislation, under workmen's compensation laws, and under other Federal, State, and local government retirement plans without any adjustment for the fact that we now have a basic social security law. The result is that frequently the benefits provided are in excess of the economic loss sustained.

In the case of workmen's compensation the duplication of benefit payments occurs only in the case of death, since disability benefits are not yet provided under the basic social security law. But in the case of death, while each type of law calculates benefits as a percentage of the wage loss

sustained, with a maximum to prevent payment of more than the wage loss, the payment of the given percentage under several laws results many times in a payment in excess of 100 percent of the wage loss sustained. If veterans' benefits are intended to cover a proportion of the economic loss, the same result occurs in the case of death as under workmen's compensation.

Duplicate benefits can also occur in the case of persons who are entitled to old-age retirement benefits under both the old-age and survivors insurance system and under some other Federal, State, or local government retirement plan. While this duplication is reduced somewhat by the fact that all old-age retirement benefits are generally related to the actual period of service, this duplication is by no means eliminated in its entirety, since the benefits provided under the Federal old-age and survivors insurance system have very little relationship to the actual actuarial value of the contributions that have been made by or on behalf of each individual who is insured. This is particularly true in the early years of the operation of the Federal old-age and survivors insurance system. Of course, if in the present instance the Government bears the cost of the employee's contributions as well as the employer's contributions, this is all the more true.

In this respect social insurance differs from private insurance. A comparison of the actuarial value of contributions and the actuarial value of benefits payable in the early years of the old-age and survivors insurance system will be found in table 5 of the report of the Senate Finance Committee on the Social Security Act amendments of 1939 (S. Rept. No. 734, 76th Cong., 1st sess.). That table indicates, for example, that a person who receives under the old-age and survivors insurance system \$27.50 a month makes contributions which would purchase an annuity of only 41 cents a month. However, eventually, as this table indicates, the employees' contributions will cover approximately one-half of the actuarial cost of the benefits for the high-paid employee.

The Federal Government would of course have no power to require our State or local governments to make adjustments in benefits to take account of the basic benefits provided under the Social Security Act. However, it would appear that the Federal Government should make adjustments in the benefits provided under vari-

ous Federal laws to cover economic loss in order to take account of the basic protection provided by the Federal old-age and survivors insurance system. This adjustment should, of course, be made in such a manner as to eliminate any gaps in the protection and to prevent any reduction in combined protection below a reasonable level. In the case of the various special Federal old-age retirement plans which relate the amount of benefits to length of service, while the problem of duplication exists, it is not quite so great, although its solution is more difficult. Therefore, any adjustment should start with Federal employee noncontributory plans where benefits are paid that are not related to the length of service—such as veterans' benefits and benefits payable under the U. S. Employees Compensation Act, the District of Columbia Workmen's Compensation Act, the Longshoremen's and Harbor Workers' Compensation Act, and various noncontributory retirement plans for officers of the armed forces.

If the benefits provided under the old-age and survivors insurance system, standing alone, and the benefits provided under these other Federal noncontributory plans, standing alone, were considered completely adequate, it would probably be logical and reasonable to provide that benefits should be payable under only one law. Thus, one method would be to provide that no benefits shall be payable under the Federal old-age and survivors insurance system if benefits are payable under some other Federal law to cover the same hazard. This method is incorporated in Senate bill No. 281. Its defect is that the benefit payable under some other Federal law may not be adequate and also not be as great as the benefit payable under the Federal old-age and survivors insurance system. Moreover, it would seem to be inequitable to pay the noncontributory benefit and withhold all the "insurance" benefit toward which some contribution had been made by or on behalf of the insured.

Another method is to provide that there shall be subtracted from the benefits payable under the Federal old-age and survivors insurance system benefits payable under some other Federal law. This would make certain that a person would always receive an amount equal to the higher of the two benefits. However, again we could not be sure that even the higher of the two benefits was completely adequate. Moreover this method

also would not recognize that a person insured under the Federal old-age and survivors insurance system probably should receive some additional protection because of the contributions that he has made under that system.

A third method would be to provide that the full old-age and survivors insurance system benefits shall be paid in any case and that the benefits provided under any other Federal law shall be reduced by only one-half of the amount of the old-age and survivors insurance benefits or one-half of the amount of the benefits provided under the other law, whichever amount is the lesser. An alternative way of accomplishing the same result as achieved under the last-mentioned method would be to make an equivalent adjustment in the Federal old-age and survivors insurance system benefits but pay the full benefits provided under the other Federal law. While this alternative would accomplish the same result and might be considered more acceptable, it is not so logical if the Federal old-age and survivors insurance system is recognized as the basic social security system and all other governmental systems are considered supplemental thereto.

It should be recognized that even this third method does not bring about a fundamental readjustment of benefits under the various systems to take into account their relationship to each other. Therefore, this method does not make certain that the total combined benefits are adequate in all cases. However, it does make certain that in all cases where protection is provided under more than one system, the beneficiary receives more in total benefits than he would receive under any one system.

There are a number of other methods which would adjust, in part at least, the duplication of benefits occurring under the several Federal laws, but it is doubted whether they would be considered as understandable as any of the three mentioned above.

In deciding on the adjustment to be made, an important detail relates to the treatment of survivors who are already receiving old-age and survivors insurance benefits or would have been receiving such benefits if credit for military service had been granted in the past. For the survivors of persons already killed in service, retroactive credit might be granted and benefits adjusted so that all survivors of persons killed

in service will receive benefits according to the same plan. Some of the alternatives for adjusting benefits would result in reduced benefit amounts for a small number of persons already receiving or eligible for old-age and survivors insurance benefits. Therefore, consideration should be given to whether to apply the adjustment provisions only with respect to future deaths in order not to reduce benefits already payable, or to apply the adjustment with respect to all deaths in the military service since 1940.

Disqualification

It is assumed that since old-age and survivors benefits are payable under a contributory insurance program there will be no disqualification from receipt of any credit under the old-age and survivors insurance program if the discharge is not under honorable conditions.

Effective and Terminal Dates of Plan

Among the various dates which may be considered in determining the effective date of the plan are the following: September 8, 1939, at which time the emergency was proclaimed by the President; August 31, 1940, when the National Guard was called into active service; and September 16, 1940, when the Selective Training and Service Act was approved. As calendar quarters constitute the time unit with respect to wage credits under the old-age and survivors insurance system, the wage credits to be provided might begin with a calendar quarter, such as July 1, 1940, or October 1, 1940.

The providing of wage credits for servicemen under the old-age and survivors insurance program might be terminated at the end of the war or at the end of a reasonable period thereafter. It is impossible to determine now the length of time it will take for demobilization after the termination of hostilities. Moreover, it does not seem necessary that a terminal date be specified in the initial legislative enactment. If termination of the plan is desired at the end of the war, the appropriate date can be inserted at that time by amendment. However, there is no fundamental reason why the crediting of wages under the old-age and survivors insurance program for military service need be discontinued at all, since movement of individuals in and out of the armed forces will continue, although on a reduced scale.

PUBLIC ASSISTANCE

BUREAU OF PUBLIC ASSISTANCE

Differentials Between Metropolitan and Nonmetropolitan Counties in the Provision of Public Assistance

Before the Social Security Act became effective, old-age assistance and aid to dependent children (or mothers' aid) were administered in many States under laws which were not mandatory upon the local subdivisions. Consequently, assistance to dependent children and to the aged frequently was not available on a State-wide basis, and in some States was administered only in the larger places. The Social Security Act, however, requires as a condition for Federal grants in aid that assistance shall be available in all local subdivisions of a State. The effectiveness of this provision may be determined to some extent by contrasting recipient rates and payments for old-age assistance and aid to dependent children in the more populous and less populous areas with similar data for general assistance in these areas. General assistance is administered without Federal aid and, in many States, is primarily or wholly a local responsibility.

Because the county is the usual administrative unit for assistance, statistical reports customarily relate to counties, and there is no differentiation among political units of varying size within a county. Differentials in recipient rates and payments under public assistance programs cannot be related directly to residence in political units designated by the Bureau of the Census as rural or urban.

For the purpose of measuring differentials in the assistance programs in the larger and smaller

places, the counties¹ of the United States have been classified according to the extent to which the population of each county is part of a metropolitan area. As defined by the Bureau of the Census, a metropolitan area includes "all the thickly settled territory in and around a city or group of cities; it tends to be a more or less integrated area with common economic, social and often administrative interests."² It is not a political unit, but its nucleus is at least one city with a population of 50,000 or more. Counties in which three-fourths or more of the population reside in a metropolitan district are classified for the purposes of this comparison as metropolitan. Counties in which some, but less than three-fourths, of the population reside in a metropolitan area are regarded as containing a mixed population. The remaining counties are classified as nonmetropolitan (table 1). Of the 3,096 counties in the United States, 184 are classified as metropolitan, 112 as mixed, and 2,800 as nonmetropolitan. Despite the fact that not all the 184 counties designated as metropolitan are completely metropolitan in character, less than 5 percent of their total population lived outside a metropolitan district.

¹ For convenience the following units which include both counties and primary subdivisions of States are referred to as counties: 3,001 counties, 64 parishes, 27 cities independent of counties, 1 unit comprising the 5 counties constituting New York City, and 3 parts of Yellowstone Park lying within the boundaries of 3 separate States.

² See Series PH-1, "Population and Housing Units in the Metropolitan Districts," 16th Census of the United States, 1940.

Table 1.—Distribution of the total population and of the metropolitan population of the continental United States, by type of county¹

Type of county ¹	Number of counties ¹	Total population		Metropolitan population		Metropolitan population as a percent of total population
		Number	Percentage distribution	Number	Percentage distribution	
Total.....	3,096	131,669,275	100.0	62,958,703	100.0	47.8
Metropolitan counties.....	184	61,380,382	46.6	58,448,703	92.8	95.2
In metropolitan district of more than 500,000.....	66	41,306,010	31.4	40,344,152	84.1	97.7
In metropolitan district of less than 500,000.....	118	20,074,372	15.2	18,104,551	28.7	90.2
Mixed counties.....	112	8,775,118	6.7	4,810,000	7.2	54.4
Nonmetropolitan counties.....	2,800	61,510,775	46.7			

¹ See text for descriptions of these classifications.

² See footnote 1 of text.

Source: 16th Census of the United States, 1940

Each of the two types of counties—metropolitan or nonmetropolitan—contains approximately 47 percent of the total population of the United States. Each has a population group sufficiently homogeneous in itself and sufficiently distinct from the other to permit valid discussion of possible differentials. Differentials in the 112 mixed counties cannot be so directly attributed to residence, inasmuch as the population in these counties is almost equally distributed between metropolitan and nonmetropolitan districts. Data for these counties, therefore, have not been included in the discussion which follows.

The metropolitan counties have been further subdivided for the purpose of identifying residents in the largest urban communities. Of the 140 metropolitan districts enumerated in the 1940 census, 22 include half a million or more persons within the geographic boundary of the area. The inhabitants of these 22 large communities are con-

centrated in 66 counties in which 64 percent of the metropolitan population and 31 percent of the total population of the county reside. Not more than 3 percent of the residents of these counties are living outside these large communities. The population of the remaining 118 metropolitan counties is not so completely representative of smaller metropolitan districts, since approximately 10 percent of the residents live outside metropolitan areas. For this reason and because these counties contain only 15 percent of the total United States population, the data have not been used for comparisons between the larger and smaller metropolitan communities.

Differentials in Proportionate Number of Cases Aided

While 63 percent of all cases receiving general assistance in January 1942 were located in metropolitan counties, only 43 percent of recipients of aid to dependent children and 36 percent of recipients of old-age assistance lived in such counties. Only 32 percent of the general assistance cases in contrast to 50 percent of the families receiving aid to dependent children and 58 percent of the recipients of old-age assistance were found in the nonmetropolitan counties (table 2). Even more notable is the extent to which general assistance, unlike the other two programs, is predominantly confined to residents of the largest metropolitan centers. Almost 50 percent of the general assistance cases were found in these communities, but only 22 percent of the aged recipients and 32 percent of the families receiving aid to dependent children.

Although the metropolitan and nonmetropolitan population groups are almost equal in size, the latter group includes a larger proportion of both the aged and child populations. The influence of this factor is eliminated, however, when the recipients of the two special types of assistance are related to the age groups potentially eligible for these types of aid¹ (table 3). The relationship between general assistance and the total population cannot be so clearly expressed, since data are not available, by counties, on the number of persons included in general assistance cases. It is

¹ The age beyond which children are ineligible to receive aid to dependent children varies in different States. The population base of children under 15 years of age was adopted because of this variation. The incidence of assistance as computed here assumes that the distribution between metropolitan and nonmetropolitan areas of older children receiving assistance would not vary sufficiently from that of children under 15 years of age to affect the validity of the relationships.

Table 2.—Recipients and payments under three assistance programs, by type of county, January 1942

Program and Item	Total	Metropolitan counties		Mixed counties	Non-metropolitan counties	
		Total	In districts of more than 500,000			In districts of less than 500,000
General assistance						
Number of counties (49 States)	3,096	184	66	118	112	2,800
Number of cases (000 omitted)	838	526	410	116	46	266
Total payments (000 omitted)	\$20,364	\$15,280	\$12,834	\$2,446	\$921	\$4,163
Average payment per case	\$24.30	\$29.04	\$31.32	\$21.00	\$20.02	\$15.68
Percentage distribution of—						
Population	100.0	46.6	31.4	15.2	6.7	46.7
Number of cases	100.0	62.8	48.9	13.9	5.5	31.7
Total payments	100.0	75.0	63.0	12.0	4.8	20.5
Old-age assistance						
Number of counties (49 States)	3,096	184	66	118	112	2,800
Number of recipients (000 omitted)	2,340	809	481	328	137	1,294
Total payments (000 omitted)	\$47,917	\$21,078	\$13,259	\$7,819	\$3,323	\$23,516
Average payment per recipient	\$21.40	\$26.05	\$27.54	\$23.85	\$24.26	\$18.17
Percentage distribution of—						
Population	100.0	46.6	31.4	15.2	6.7	46.7
Number of recipients	100.0	36.1	21.5	14.6	6.1	57.8
Total payments	100.0	44.0	27.7	16.3	6.9	49.1
Aid to dependent children						
Number of counties (46 States ¹)	2,860	175	64	111	109	2,576
Number of recipients:						
Families (000 omitted)	392	170	124	46	26	196
Children (000 omitted)	945	392	282	110	66	487
Total payments (000 omitted)	\$13,231	\$6,939	\$5,359	\$1,580	\$934	\$5,358
Average payment per family	\$33.75	\$40.79	\$43.13	\$34.45	\$35.92	\$27.81
Percentage distribution of—						
Population	100.0	47.7	32.6	15.1	6.9	45.4
Number of families	100.0	43.4	31.7	11.7	6.6	50.0
Number of children	100.0	41.6	29.9	11.7	6.9	51.5
Total payments	100.0	52.4	40.5	11.9	7.1	40.5

¹ Excludes 236 counties in Iowa, Kentucky, and Nevada, which had no approved plans for aid to dependent children in January 1942.

unlikely, however, that the varying size of relief cases in different types of communities would have an appreciable effect on these comparisons.

Aid to dependent children shows the least differential in the incidence of assistance among the population groups. Among 1,000 children under 15 years of age, 30 children were receiving grants in both metropolitan and nonmetropolitan areas. In the larger metropolitan areas the rate was 33.

The incidence of old-age assistance was markedly greater in the nonmetropolitan areas, where there were 296 recipients among 1,000 persons aged 65 and over, in contrast to 202 recipients in metropolitan areas and only 182 in the larger communities.

Data for the general assistance program show 86 cases among 10,000 persons living in metropolitan areas—a rate twice that for the nonmetropolitan areas—with the highest rate of 99 in the larger centers of population.

No measure exists, under any program, of the relative need for assistance in metropolitan as contrasted with nonmetropolitan areas. Variations in recipient rates, however, may be assumed to reflect some variation in need, if it can also be assumed that funds and an organization to provide assistance are available alike to metropolitan and nonmetropolitan communities. With respect to the latter assumption, general assistance differs considerably from old-age assistance and aid to dependent children. Organizations exist to care for the needy under the social security programs in both metropolitan and nonmetropolitan areas, and funds are available in both areas, although they may be less nearly adequate in the nonmetropolitan areas. In a large number of communities, however, the very existence of an organization

to provide general assistance is dependent on the financial ability or willingness of the local community to provide funds. Metropolitan communities with more taxable resources are, in general, better able to provide assistance than nonmetropolitan areas with more limited funds and less effective organizations.

Although the wide disproportion in the number of general assistance cases between the two types of communities is undoubtedly a direct reflection of the greater availability of funds to meet need in metropolitan communities, data for Pennsylvania—in which the general assistance program is State-administered and entirely State-financed⁴—indicate that not all the difference can be attributed to this factor. Even in Pennsylvania, where differentials in coverage may be expected more nearly to reflect differences in the extent of need, data for January 1942 show 101 general assistance cases among 10,000 persons in metropolitan areas as contrasted with 72 among the nonmetropolitan population.

This differential in Pennsylvania, however, was undoubtedly influenced by the fact that proportionately fewer opportunities for WPA employment were available in the metropolitan than in the nonmetropolitan counties.⁵ The difference between the proportionate number of general assistance cases in metropolitan and nonmetropolitan areas in the country as a whole is too great to be accounted for by the possibility—which seems unlikely—that WPA employment throughout the United States was more available to nonmetropolitan than to metropolitan residents.

⁴ Arizona, the only other State in which general assistance is State-administered and financed, does not include any metropolitan counties.

⁵ Distribution based on data from *Pennsylvania Public Assistance Statistics, January 1942*, shows 210 WPA employees per 10,000 nonmetropolitan residents and 243 per 10,000 metropolitan residents.

Table 3.—Number and distribution of persons 65 years of age and over and of children under 15 years of age, and recipient rates for three assistance programs, by type of county, January 1942

Type of county	Persons 65 years of age and over		Children under 15 years of age		Number of general assistance cases per 10,000 population	Number of recipients of old-age assistance per 1,000 persons 65 years of age and over	Number of children receiving aid to dependent children per 1,000 under 15 years of age
	Number ¹ (thousands)	Percentage distribution	Number ¹ (thousands)	Percentage distribution			
Total ²	9,019	100.0	31,459	100.0	64	248	30
Metropolitan counties.....	4,003	44.4	12,915	41.0	86	202	30
In districts of more than 500,000.....	2,641	29.3	8,007	27.3	99	182	33
In districts of less than 500,000.....	1,362	15.1	4,908	13.7	58	241	26
Nonmetropolitan counties.....	4,373	48.5	18,416	52.2	43	296	30

¹ 1940 Census of the United States, 1940.

² Includes data for mixed counties, not shown separately.

³ Total for 46 States with plans for aid to dependent children approved by the Social Security Board.

When, as in the programs for aiding the aged and dependent children, the financially less advantageous position of nonmetropolitan communities is compensated for by both Federal and State sharing of responsibility, it is evident that need for assistance is not a phenomenon associated even predominantly with residence in large urban communities. The proportion of children assisted through aid to dependent children was approximately the same in nonmetropolitan as in metropolitan communities; the proportion of aged receiving old-age assistance was half again as high among nonmetropolitan as among metropolitan residents.

The contrast between the two Federal-State programs is striking in view of the fact that under both provision is made for assistance irrespective of the type of community in which the need for it occurs. Insofar as the Federal old-age and survivors insurance program obviates the need for either old-age assistance or aid to dependent children, it seems likely that its effect on both programs would be greater in metropolitan than in nonmetropolitan areas because agricultural employment is excluded from coverage. No obvious factors appear to explain why there should be such a difference as is shown by the data for the two programs in the incidence of assistance as between the different types of communities. At least, there seems to be no evidence of bias in the giving of assistance in favor of metropolitan residents, since a much greater proportion of the aged population living in nonmetropolitan areas receives assistance than of those living in metropolitan districts, and what little difference there is in the aid to dependent children program may result from greater need in the large metropolitan areas. Persons in need who live in the smaller communities apparently have at least an equal opportunity with those who live in the more populous areas to receive the forms of assistance provided under the Social Security Act.

Differentials in Expenditures and Payments

Proportionately a much larger share of funds for each of the three types of assistance was spent in the metropolitan than in the nonmetropolitan areas. Seventy-five percent of all general assistance payments were expended in the metropolitan areas, which had 63 percent of the cases. In old-age assistance and aid to dependent children, also, expenditures for assistance were proportionately

greater in metropolitan than nonmetropolitan areas. Metropolitan residents—with 36 percent of the aged recipients and 43 percent of the families receiving aid to dependent children—received 44 percent of the amounts expended for old-age assistance and 52 percent of the amounts expended for aid to dependent children. Nonmetropolitan residents, with 58 percent of the aged recipients and 49 percent of the families receiving aid to dependent children, got 50 percent of the amounts expended for old-age assistance and 41 percent of the amounts spent for aid to dependent children.

The greater expenditures of funds in metropolitan areas in relation to the proportion of the population assisted result in part from higher individual payments to residents of these areas. Under all programs, average assistance payments were higher in metropolitan than in nonmetropolitan areas and were highest for residents in the largest urban centers of population. Payments for general assistance averaged \$29.04 per case in metropolitan areas, \$15.68 in nonmetropolitan areas, and \$31.32 in the larger centers; old-age assistance payments averaged \$26.05, \$18.17, and \$27.54, respectively; and for aid to dependent children the average payments to families were \$40.79, \$27.31, and \$43.13.

Differences in cost of living, in consumption patterns, and in availability of other resources to meet requirements are all factors which might be expected to result in differentials in average payments. It seems unlikely, however, that these factors can account fully for the differential of 85 percent between average payments in metropolitan and nonmetropolitan areas under the general assistance program. The degree to which general assistance is left to local initiative probably accounts, in a large measure, for the difference in size of payments as between metropolitan and nonmetropolitan areas. Where sufficient funds are not available, both the number of recipients and the size of payments may be restricted. The fact that there is not so wide a difference in payments made under the other two programs, where funds are more uniformly available, would seem to support such an interpretation. The State-Federal programs seem to have achieved to a greater degree the objective of meeting need where such need exists, whether it be in the centers of population or in the more remote sections of rural areas.

Statistics for the United States

During September \$77.5 million was expended for the three special types of public assistance and general assistance in the continental United States (table 1). This amount represented an increase of less than 1 percent from the previous month's total. A year earlier, public aid payments, including earnings under the Federal work programs, amounted to \$104.9 million. The total for the current month was one-fourth the peak monthly expenditure of \$308.2 million for all public aid in January 1934.

The downward trend in number of recipients under all programs continued during September; families receiving aid to dependent children reached the lowest number in nearly 5 years, and recipients of old-age assistance and aid to the blind, the lowest in about 2 years. Total payments for old-age assistance and general assistance

increased from August. Although payments for aid to dependent children and aid to the blind declined, the drop was proportionately less than that in the number of recipients, with the result that average payments increased under all programs.

Old-age assistance represented 72 percent of total assistance expenditures during September; aid to dependent children, 15 percent; aid to the blind, 3 percent; and general assistance, 10 percent. Payments under Federal-State programs constituted 89 percent of the total.

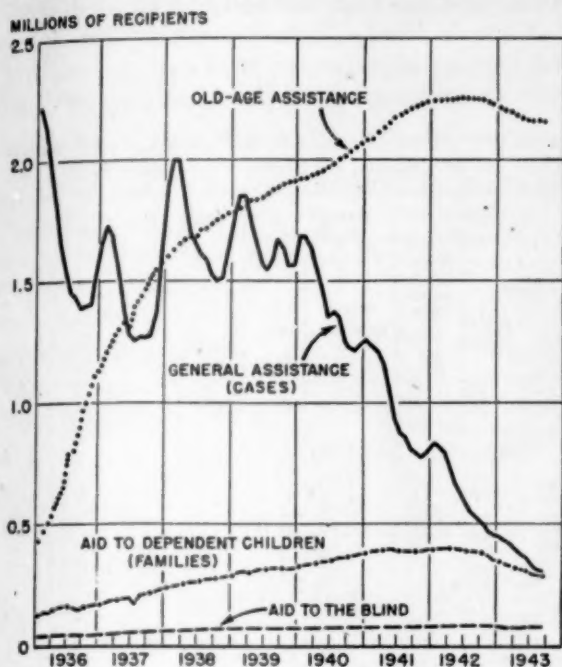
Plans for two new Federal-State programs, aid to the blind in Illinois and aid to dependent children in Iowa, were approved during October. The Federal Government will share administrative expense incurred beginning with July 1, 1943, but, in accordance with the respective State laws, assistance payments may not be made until Octo-

Table 1.—Public assistance in the continental United States and in all States with plans approved by the Social Security Board, by month, September 1942–September 1943¹

Year and month	Continental United States						States with approved plans					
	Total	Special types of public assistance				General assistance	Total	Old-age assistance	Aid to dependent children		Aid to the blind	
		Old-age assistance	Aid to dependent children		Families				Children			
			Families	Children								
Number of recipients												
1942												
September		2,245,449	381,964	918,910	79,085	528,000		2,248,645	379,114	912,772	54,681	
October		2,241,760	373,886	899,136	78,942	503,000		2,244,921	371,063	893,072	54,363	
November		2,233,610	365,108	878,669	78,753	469,000		2,236,746	362,396	872,724	54,449	
December		2,226,731	348,206	848,673	79,041	462,000		2,229,839	345,486	842,767	54,643	
1943												
January		2,211,606	341,852	830,173	78,617	446,000		2,214,692	339,625	825,939	54,777	
February		2,200,128	334,558	814,740	78,219	430,000		2,203,191	332,318	810,363	54,423	
March		2,191,537	327,365	796,590	78,017	418,000		2,194,580	325,184	792,293	54,219	
April		2,179,351	320,235	780,926	77,850	396,000		2,182,378	318,090	776,695	54,022	
May		2,169,881	312,728	763,828	77,403	375,000		2,172,885	310,611	759,680	53,796	
June		2,167,131	304,704	747,203	77,610	354,000		2,170,115	302,620	743,107	53,751	
July		2,161,624	296,076	728,247	77,201	325,000		2,164,585	294,033	724,245	53,600	
August		2,161,169	290,204	709,825	76,923	312,000		2,164,133	288,225	705,876	53,538	
September		2,155,522	284,838	704,342	76,546	304,000		2,158,475	282,923	700,481	53,437	
Amount of assistance												
1942												
September	\$78,442,907	\$50,326,800	\$13,044,656	\$2,080,451	\$12,991,000	\$64,752,856	\$50,398,602	\$12,909,491	\$1,354,763			
October	78,391,750	50,915,209	12,838,862	2,083,679	12,554,000	65,138,091	50,987,105	12,791,702	1,359,284			
November	77,931,397	51,731,397	12,582,505	2,084,495	11,533,000	65,706,431	51,803,246	12,537,023	1,366,162			
December	78,491,353	52,177,830	12,624,436	2,100,087	11,589,000	66,203,056	52,249,679	12,579,609	1,373,708			
1943												
January	77,567,022	52,170,687	12,426,005	2,084,330	10,886,000	66,011,372	52,242,603	12,398,768	1,370,001			
February	76,855,921	52,169,186	12,210,029	2,065,706	10,411,000	65,799,894	52,240,902	12,183,794	1,375,196			
March	77,852,154	52,306,368	12,218,525	2,085,261	11,242,000	65,951,076	52,378,022	12,191,012	1,382,042			
April	77,287,392	52,522,194	12,120,883	2,086,315	10,558,000	66,075,144	52,594,053	12,095,943	1,385,148			
May	76,391,335	52,824,960	11,852,045	2,093,310	9,621,000	66,112,832	52,897,984	11,825,063	1,389,785			
June	76,656,453	53,483,027	11,793,836	2,101,590	9,278,000	66,720,403	53,554,693	11,768,363	1,397,347			
July	77,298,758	55,085,509	11,547,102	2,119,147	8,547,000	68,084,369	55,157,411	11,523,128	1,403,830			
August	77,249,906	55,672,166	11,404,418	2,119,412	8,054,000	68,536,451	55,744,357	11,382,143	1,409,951			
September	77,503,953	55,979,903	11,318,959	2,112,091	8,093,000	68,766,993	56,052,122	11,298,225	1,416,646			

¹ Partly estimated and subject to revision. For January 1933–August 1942 data, see the Bulletin, February 1943, pp. 23–26. For definitions of terms, see the Bulletin, September 1941, pp. 50–51.

Chart 1.—Recipients of public assistance in the continental United States, January 1936–September 1943



ber 1, 1943, in Illinois and January 1, 1944, in Iowa.

Old-age assistance.—The number of recipients declined less than 1 percent from August (table 3), extending to 15 months the uninterrupted decline in recipient load. During this period total payments increased each month except January and February. The changes from September 1942 amounted to a decline of 4 percent in number of recipients, and increases of 11 percent in amount of payments and 16 percent in average payment per recipient.

Only 14 States reported more recipients in September than in August, and 6 States more than in September 1942. In contrast, 41 States reported increases in total assistance payments for the corresponding periods. Ten States paid an average amount of less than \$15 per recipient and 6 States paid more than \$35. The highest averages were \$47.32 in California and \$41.15 in Colorado.

Aid to dependent children.—The number of families receiving assistance decreased 1.8 percent from August (table 5). During the full year and a half in which the monthly decline was continued, the total number of families on the rolls decreased 117,000 or 29 percent; since September 1942 the

Table 2.—General assistance: Cases and payments to cases, by State, September 1943¹

State	Number of cases	Payments to cases		Percentage change from—			
		Total amount	Average	August 1943 in—		September 1942 in—	
				Number	Amount	Number	Amount
Total ²	305,000	\$8,116,000	\$26.62	-2.6	+0.4	-42.4	-37.7
Ala.	2,303	25,281	10.98	+1.2	+3.5	-4.2	+8.0
Alaska	149	8,305	55.74	-24.4	-25.1	-36.9	-20.6
Ariz.	2,099	53,813	25.64	-9	-5	-19.8	+3.5
Ark.	2,913	23,977	8.23	-2.1	-2.1	-22.8	+1.0
Calif.	12,419	362,712	29.21	-2.6	-4.1	-41.0	-38.0
Colo.	4,412	104,674	23.72	-1.9	+2.8	(³)	-11.8
Conn.	3,064	91,802	29.96	-1.5	+1.3	-31.6	-25.8
Del.	340	7,736	22.75	-1.4	+4.7	-20.0	-20.9
D. C.	893	21,830	24.45	+2	+2.4	-35.7	-39.5
Fla.	⁴ 5,000	⁴ 39,000					
Ga.	3,138	30,083	9.59	-1.8	+1	-30.6	-16.2
Hawaii	598	14,971	25.04	-1.6	+6	-20.6	-7.4
Idaho	713	12,520	17.56	-2.1	-1.5	-31.8	-21.4
Ill.	36,879	1,057,936	28.69	-3.3	-2.9	-44.6	-41.1
Ind.	7,313	134,132	18.34	+8	+1.7	-46.3	-36.5
Iowa	6,265	108,565	17.33	-6	+1.0	-45.0	-39.7
Kans.	4,208	97,627	23.20	-1.4	+3	-40.7	-25.4
Ky.	⁵ 2,500	⁵ 35,000					
La.	5,327	107,533	20.19	+9	+3.9	(⁶)	(⁶)
Maine	2,325	57,049	24.54	-2.2	-2.3	-36.1	-37.9
Md.	4,613	124,276	26.94	+1.3	+6.6	-22.4	-9.4
Mass.	15,569	439,646	28.24	-1.8	+3.6	-38.0	-30.2
Mich.	11,878	379,072	31.91	-2.4	+17.3	-46.3	-35.8
Minn.	7,327	170,185	23.23	-3.8	+7	-43.4	-34.4
Miss.	442	2,679	6.06	-3.1	+9	-14.7	-2.2
Mo.	6,624	147,436	22.26	+1.6	+40.8	-47.2	-24.9
Mont.	1,223	24,152	19.75	-3.1	-2.4	-29.5	-18.5
Neb.	2,117	32,430	15.32	+4.3	+2.9	-41.3	-29.7
Nev.	226	4,397	19.46	-44.5	-15.6	-36.0	-33.1
N. H.	1,655	42,016	25.39	-2.8	+7	-36.0	-29.9
N. J.	7,861	215,686	27.44	-6.1	-4.0	-46.6	-33.1
N. Mex.	1,177	19,992	16.99	-8	+2.3	+1.2	+29.4
N. Y.	⁷ 59,119	⁷ 2,418,363	40.91	-5.1	-2.4	-54.5	-61.1
N. C.	2,698	23,278	8.63	+2	+1.2	-21.2	-10.3
N. Dak.	918	18,426	20.07	-4.6	+2	-31.6	-12.7
Ohio	13,207	315,735	23.91	-3.5	-2.0	-62.1	-40.4
Okl.	⁸ 4,715	⁸ 27,632	(⁹)	(¹⁰)	+3.5	(¹¹)	-20.9
Oreg.	2,809	91,283	32.50	-1.4	+4.0	-17.3	+15.0
Pa.	27,697	615,828	22.23	-2.8	+1.1	-33.2	-31.6
R. I.	1,862	64,058	34.40	+2	-5.3	-36.4	-39.0
S. C.	2,396	23,318	9.73	-2.4	+2.2	+3.6	+15.4
S. Dak.	1,145	17,667	15.43	-1.5	-1.7	-27.6	-19.3
Tenn.	¹² 1,400	¹² 9,000					
Tex.	¹³ 3,300	¹³ 54,000					
Utah	1,615	58,615	36.29	-2.4	+3.0	-33.1	-12.5
Vt.	955	19,184	20.09	+1.8	-9.3	-10.0	-12.2
Va.	3,631	45,448	12.52	-1.1	+3	-11.5	+3.1
Wash.	5,899	210,144	35.62	+3	+1.7	+20.4	+73.4
W. Va.	3,653	39,611	10.84	+2.4	+3.8	-65.6	-66.9
Wis.	6,748	149,112	22.10	-2.3	-5	-46.9	-44.9
Wyo.	428	9,646	22.54	-1.2	-1.4	-35.2	-18.0

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-51.

² Partly estimated; does not represent sum of State figures, because total excludes cases and payments for medical care, hospitalization, and burial only in 2 States, and cases aided in Oklahoma have been estimated to exclude duplication.

³ State program only; excludes program administered by local officials.

⁴ Comparable data not available.

⁵ Estimated.

⁶ Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents approximately 70 percent of total.

⁷ Includes unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

⁸ No State-wide program in operation in September 1942. Assistance given only to employable cases in New Orleans.

⁹ Includes cases receiving medical care only; number believed by State agency to be insignificant.

¹⁰ Represents 1,878 cases aided by county commissioners, and 2,837 cases aided under program administered by State board of public welfare; amount of duplication believed to be large; average per case and percentage change in number of cases cannot be computed.

number has been reduced one-fourth—in 9 States, more than one-third. Total payments declined less than 1 percent from August but 13 percent from September 1942. The average payment per family increased 16 percent over the year.

Six States reported a larger number of families than in the previous month and 3 States, more than in September 1942. Payments increased from August totals in 18 States, and from the

Table 3.—Old-age assistance: Recipients and payments to recipients, by State, September 1943¹

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	August 1943 in—		September 1942 in—	
				Number	Amount	Number	Amount
Total ¹	2,158,475	\$56,052,122	\$25.97	-0.3	+0.6	-4.0	+11.2
Ala.	22,239	241,609	10.87	+5	+1.3	+1.9	+12.8
Alaska	1,454	44,572	30.65	-5	-6	-6.3	-3.2
Ariz.	9,604	361,367	37.63	+1	+2	+1	+8.4
Ark.	26,158	387,244	14.80	(²)	+1.4	+1.4	+71.6
Calif.	154,550	7,313,695	47.32	+7	+8	-9	+28.5
Colo.	41,515	1,708,355	41.15	(²)	(²)	-2.3	+8.8
Conn.	15,201	475,585	31.28	-1.5	-1	-12.5	-7.7
Del.	1,783	24,055	13.49	-1.5	-1.0	-20.2	-17.1
D. C.	3,062	84,994	27.76	-8	-9	-12.2	-9.7
Fla.	40,374	612,162	15.16	-5	+2.2	-7.4	-1.9
Ga.	70,015	710,890	10.15	(²)	+1.1	+2.5	+15.9
Hawaii	1,499	27,647	18.44	-2	+1.1	-8.8	+7.4
Idaho	9,701	262,988	27.11	-6	-4	-1.0	+8.7
Ill.	145,679	4,228,595	29.03	-3	+1	-3.4	-3.2
Ind.	63,292	1,438,632	22.73	-8	+2	-9.8	-1.4
Iowa	53,585	1,366,518	25.32	-1	+1.9	-4.6	+11.1
Kans.	29,625	771,760	26.05	-4	+1.0	-4.1	+8.9
Ky.	53,528	554,779	10.36	+1.3	+1.4	-2.3	+3
La.	37,180	761,759	20.49	-8	+3	+4.8	+9.4
Maine	15,595	370,468	23.75	(²)	+2.0	-3.8	+6.5
Md.	13,573	304,995	22.47	-1.0	+5	-14.4	-1.5
Mass.	79,946	3,036,603	37.98	-1.5	+5.1	-7.4	+5.3
Mich.	87,975	2,471,675	28.10	(²)	+5	-5.5	+34.6
Minn.	59,745	1,589,476	26.60	-5	+4	-4.9	+12.0
Miss.	25,328	237,163	9.36	+3	+1.1	-5.4	-2.0
Mo.	107,371	2,219,224	20.67	-4	+3	-6.0	+42.5
Mont.	11,679	303,437	25.98	-5	+6	-5.9	+6.3
Nebr.	26,615	670,782	25.20	-5	+4.8	-8.5	+10.9
Nev.	2,038	70,437	34.56	(²)	+1.8	-6.4	+4.5
N. H.	6,850	181,163	26.45	-6	+2.1	-5.7	+8.2
N. J.	26,045	681,037	26.15	-1.0	+8	-11.5	+3
N. Mex.	5,127	151,643	29.58	+4	+6	-9	+74.4
N. Y.	114,806	3,481,607	30.33	-3	-3.6	-2.7	+5.3
N. C.	35,936	384,570	10.70	-1.0	-7	-8.5	-5.4
N. Dak.	9,059	226,473	25.00	+2	+1.2	-4.1	+27.0
Ohio	132,402	3,661,004	27.65	-4	-1	-4.9	+8.0
Okla.	77,093	1,780,605	23.10	-3	+1.5	-1.2	+10.9
Oreg.	19,543	564,090	28.86	+2	+1.6	-8.7	+9.7
Pa.	89,259	2,503,538	28.05	-4	-1	-7.5	+6.0
R. I.	7,307	208,509	28.54	(²)	+2.6	-1.9	+15.3
S. C.	20,958	268,201	12.80	+1	+2.0	-2.0	+21.7
S. Dak.	13,845	298,582	21.57	-3	+1	-5.6	+5.4
Tenn.	28,924	598,327	15.37	-1	(²)	-4.2	+19.1
Tex.	181,801	3,735,396	20.58	-2	+5	+1.9	+3.2
Utah	13,710	501,785	36.60	-4	+3.6	-5.1	+28.6
Vt.	3,397	102,968	19.08	0	+6	-1.3	+5.6
Va.	17,338	196,018	11.31	-1.0	+1	-11.2	-3.4
Wash.	61,136	2,243,662	36.70	-1.0	-5	-4.8	+3.8
W. Va.	19,180	243,790	12.71	+5	+1.8	-18.5	-41.6
Wis.	49,748	1,291,573	25.96	-5	+2	-6.9	+1.0
Wyo.	3,409	106,115	31.13	+1	(²)	-2.9	+21.4

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-51.

² All 51 States have plans approved by Social Security Board.

³ Decrease of less than 0.05 percent.

⁴ Includes \$104,973 incurred for payments to 2,545 recipients aged 60 but under 65 years.

⁵ Increase of less than 0.05 percent.

totals of a year ago in 12 States. There was a wide range in average payment per family; 13 States paid less than \$25 and 8, more than \$60.

Aid to the blind.—Both the number of recipients and amount of payments have changed relatively little as compared with the previous month and

Table 4.—Aid to the blind: Recipients and payments to recipients, by State, September 1943¹

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	August 1943 in—		September 1942 in—	
				Number	Amount	Number	Amount
Total	76,623	\$2,113,732	\$27.59	-0.5	-0.3	-3.2	+1.5
Total, 45 States ²	53,437	1,416,646	26.51	-2	+5	-2.2	+4.6
Ala.	651	7,624	11.71	+3	+1.0	0	+12.1
Ariz.	390	14,371	36.85	-1.0	-5	-6.9	+8
Ark.	1,191	20,126	16.90	-4	+1.7	+1.7	+67.4
Calif.	6,521	307,290	47.12	-7	-8	-8.0	-7.5
Conn.	566	19,751	34.90	(²)	(²)	-11.1	-8.0
D. C.	154	5,030	32.66	-1.9	+3.8	-24.5	-19.6
Fla.	265	9,139	34.49	-2.2	-2.1	-10.5	-8.4
Ga.	2,417	39,828	16.48	-2	+3.0	-11.5	-4.4
Idaho	2,183	28,639	13.12	+2	+1.2	+3.0	+15.1
Ill.	77	1,641	21.31	(²)	(²)	(²)	(²)
Ind.	240	6,867	28.61	-4	+3	-12.7	-2.9
Iowa	6,790	80,440	30.11	-5.5	-5.9	-8.9	-10.5
Kans.	2,336	68,941	29.51	-7	+1.1	-1.4	+8.7
Ky.	1,476	46,134	31.26	-6	+3	-4.3	+7.9
La.	1,203	33,408	27.77	-4	+9	-8.9	+4.1
Maine	1,347	16,470	12.23	+6.2	(²)	(²)	(²)
Md.	1,456	35,861	24.63	-1.2	-8	+6.8	+58.5
Mass.	941	23,376	24.84	-9	-2	-10.4	-2.3
Mich.	488	12,674	25.97	-6	+5	-17.0	-6.4
Minn.	975	28,560	29.29	-2	+3.6	-11.3	+3.9
Miss.	1,288	41,438	32.17	-7	-8	-6.9	+12.6
Mo.	982	30,924	31.49	-4	+4	-5.1	+4.1
Mont.	1,370	15,072	11.00	+8	+1.6	+4	+3.7
Nebr.	3,000	83,000	27.67	+3	+1.8	-1.3	+10.7
Nev.	310	8,678	27.99	-1.3	+1.8	-1.3	+10.7
N. H.	614	15,128	24.64	-2.2	+1.4	-15.1	-3.9
N. J.	25	1,808	(²)	(²)	(²)	(²)	(²)
N. C.	294	7,756	26.38	-1.3	-7	-10.6	+5
N. Dak.	606	16,708	27.57	-1.0	-1	-14.4	-6.1
N. Mex.	252	7,679	30.47	+4	+3.5	+5.0	+9.4
N. Y.	2,716	88,975	32.76	-3	-1	-4.2	+5.3
N. C.	2,222	34,660	15.60	+4	-1	-1.2	+1.4
N. Dak.	128	3,201	25.01	-8	+2	-4.5	-0
Ohio	3,448	82,582	23.95	-7	+5	-11.3	-5
Okla.	1,994	50,833	25.49	-1.0	+2.1	-8.3	+2
Oreg.	386	14,092	36.51	0	+2.5	-14.8	+6.3
Pa.	15,371	598,438	39.80	-8	-8	-8.8	-4.8
R. I.	91	2,466	27.10	(²)	(²)	(²)	(²)
S. C.	816	13,003	15.94	+1	+3.0	-1.3	+51.4
S. Dak.	237	4,370	18.44	-2.1	-5	-7.1	+12.3
Tenn.	1,578	29,070	18.42	-1	+3	-5.2	+39.3
Tex.	4,515	110,287	24.43	+9	+1.3	+25.7	+33.5
Utah	124	4,897	39.49	+1.6	+7.3	-23.5	+7.2
Vt.	154	3,724	24.18	+7	+6	-1.9	+4.7
Va.	1,007	14,417	14.32	-6	-4	-5.9	+4.0
Wash.	759	28,644	37.74	-1.3	-7	-19.9	-18.7
W. Va.	874	14,580	16.68	+2.0	+3.9	-15.5	-37.7
Wis.	1,676	43,622	26.03	-1.3	-8	-11.1	-5.3
Wyo.	119	4,110	34.54	-2.5	-2.9	-10.5	+9.3

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-51. Figures in italics represent programs administered without Federal participation. Delaware and Alaska do not administer aid to the blind.

² Total for States with plans approved by Social Security Board.

³ Includes program administered without Federal participation.

⁴ Decrease of less than 0.05 percent.

⁵ Not computed. Average payment not calculated on base of less than 50 recipients; percentage changes, on less than 100 recipients.

⁶ Plan approved as of July 1, but under State law no payments can be made under approved plan before October 1.

⁷ No program in operation in September 1942.

⁸ Estimated.

with September 1942 (table 4). The number of recipients declined in each of the past 12 months except December and June, while payments increased in 9 of the 12 months.

General assistance.—The downward trend in number of cases which began in February 1942 continued during September, but payments in-

creased for the first time since March 1943. Cases were 2.6 percent below, and payments less than 1 percent above, the totals for the preceding month.

Of the States reporting complete data, 12 reported an increase in number of cases and 30 in amount of payments during the month.

Table 5.—Aid to dependent children: Recipients and payments to recipients, by State, September 1943¹

State	Number of recipients		Payments to recipients		Percentage change from—					
	Families	Children	Total amount	Average per family	August 1943 in—			September 1942 in—		
					Number of—		Amount	Number of—		Amount
					Families	Children		Families	Children	
Total.....	285,478	706,294	\$11,350,458	\$39.76	-1.8	-0.8	-0.7	-25.4	-23.3	-13.2
Total, 48 States ²	282,923	700,481	11,298,225	39.93	-1.8	-0.8	-0.7	-25.4	-23.3	-13.1
Alabama.....	4,462	12,312	87,227	19.55	-1.7	-1.5	-0.3	-19.2	-21.5	-3.8
Alaska.....	39	186	\$,083	(³)	(³)	(³)	(³)	(³)	(³)	(³)
Arizona.....	1,568	4,452	58,112	37.06	-1.1	-1.5	-0.5	-25.7	-22.0	-19.4
Arkansas.....	5,247	13,513	121,540	23.16	-1.6	-1.6	+1.4	-14.1	-15.7	+31.8
California.....	6,969	17,213	478,324	68.64	-5.5	-4.2	-4.2	-41.3	-38.5	-26.5
Colorado.....	3,754	9,920	130,234	34.69	-1.7	-1.1	-0.8	-31.4	-26.8	-23.4
Connecticut.....	1,885	4,790	120,916	64.15	-1.6	-1.6	-0.7	-5.8	-7.7	+1.5
Delaware.....	244	661	11,286	46.25	-4.7	-4.6	-0.8	-41.1	-44.2	-22.8
District of Columbia.....	717	2,178	28,017	39.08	-3.5	-2.2	+0.9	-31.9	-32.4	-31.8
Florida ⁴	3,880	8,912	96,457	24.85	-1.0	-0.7	-0.7	-28.6	-31.3	-27.5
Georgia.....	4,160	10,109	99,826	24.00	-0.8	-0.6	-0.5	-10.9	-10.9	-5.8
Hawaii.....	581	1,826	29,476	50.73	+3.3	-0.1	+1.9	-22.7	-21.7	-7.4
Idaho.....	1,831	4,930	65,550	35.80	-3.4	-3.6	-3.6	-32.4	-28.9	-28.5
Illinois.....	25,088	57,643	810,130	32.29	-1.8	+0.7	-1.9	+6.3	+0.7	+7.3
Indiana.....	9,270	20,397	308,448	33.27	-3.0	-2.6	-2.4	-34.0	-31.0	-29.8
Iowa.....	2,480	6,466	47,898	19.79	-1.7	-1.7	-0.0	-40.0	-19.5	-18.1
Kansas.....	2,246	10,810	186,154	42.83	-1.7	-1.5	+0.5	-31.5	-30.2	-18.1
Kentucky ⁵	2,543	7,373	63,188	24.84	+12.8	+11.9	+11.1	(⁶) +478.0	(⁶) +401.6	(⁶) +292.3
Louisiana.....	11,281	28,866	406,988	36.08	-3.5	-3.1	-1.0	-19.7	-19.6	+7.2
Maine.....	1,547	4,382	75,370	48.72	-1.3	-1.4	-0.4	-13.2	-12.4	-1.3
Maryland.....	3,251	9,159	114,155	35.11	-3.3	-3.4	-1.2	-32.5	-31.3	-29.5
Massachusetts.....	7,693	18,979	523,713	68.08	-1.8	-1.9	-0.6	-33.2	-32.5	-21.5
Michigan.....	14,347	34,203	820,103	57.16	-2.1	-1.6	-2.2	-26.1	-24.1	-2.6
Minnesota.....	6,160	15,218	236,311	38.36	-1.6	-1.3	-0.9	-27.4	-25.9	-20.3
Mississippi.....	2,618	6,673	53,905	20.59	+0.6	+0.4	+0.7	+2.1	+1.5	+4.1
Missouri.....	11,654	28,082	372,254	31.94	-1.3	-0.9	-0.9	-16.1	-12.0	-11.9
Montana.....	1,647	4,095	83,494	32.48	-2.0	-2.8	-2.4	-31.9	-32.0	-29.4
Nebraska ⁶	3,361	7,727	109,488	32.58	-3.0	-2.5	-1.6	-32.5	-31.3	-30.3
Nevada.....	96	281	\$,518	\$4.18	(⁷)	+9.8	0	-5.0	+5.8	-4.8
New Hampshire.....	735	1,870	41,135	55.97	-1.6	-0.8	+2.8	-13.7	-12.5	-0.3
New Jersey.....	4,586	10,834	191,092	41.67	-2.5	-1.0	+2.6	-40.1	-38.1	-21.8
New Mexico.....	2,244	6,528	94,710	42.21	-0.8	-0.3	+2.0	-8.7	-9.3	+30.4
New York.....	18,670	41,115	1,205,774	64.58	-0.9	+0.1	+0.6	-30.9	-23.9	-11.9
North Carolina.....	7,292	17,240	124,848	18.49	-2.7	-2.9	-2.1	-23.7	-23.1	-17.6
North Dakota.....	1,846	5,154	71,167	38.55	-2.4	-2.8	-1.8	-21.8	-21.5	-7.4
Ohio.....	9,031	24,276	424,923	47.05	-0.2	(¹⁰)	+1.8	-19.0	-17.7	-2.8
Oklahoma.....	14,672	34,773	400,530	27.30	-2.0	-1.8	+1.8	-20.9	-21.3	-3.8
Oregon.....	1,249	3,009	76,841	61.52	-2.0	-1.4	+0.2	-32.3	-31.1	-12.5
Pennsylvania.....	27,651	71,750	1,441,960	52.15	-2.3	-2.0	-2.9	-37.4	-35.2	-26.4
Rhode Island.....	1,106	2,992	68,800	62.21	-1.6	-2.2	+0.1	-12.0	-12.2	+2.7
South Carolina.....	3,483	10,345	72,849	20.92	-1.4	-1.1	-0.3	-11.5	-9.9	+16.1
South Dakota.....	1,662	3,899	51,965	31.27	-1.7	-1.1	-1.0	-10.7	-11.0	-3.5
Tennessee.....	11,926	30,511	300,322	25.18	-1.5	-1.5	-1.0	-13.8	-12.3	+11.9
Texas.....	11,021	24,384	234,158	21.25	-3.3	-3.5	-3.4	-45.8	-41.9	+8.4
Utah.....	1,951	5,236	122,971	63.03	+0.1	+0.3	+4.1	-34.6	-33.4	-9.0
Vermont.....	631	1,613	20,386	32.31	+1.0	+0.2	-0.7	-9.5	-12.7	-10.7
Virginia.....	3,912	11,050	89,884	22.98	-1.5	-1.2	-0.2	-19.3	-20.6	-10.4
Washington.....	3,183	7,766	238,447	74.91	+0.2	+0.1	+2.7	-27.1	-27.3	+16.6
West Virginia.....	8,133	22,736	188,226	23.14	-2.2	-2.6	+0.1	-35.7	-32.7	-52.3
Wisconsin.....	7,393	17,784	348,411	47.13	-1.2	-1.2	+3.5	-28.8	-26.4	-16.5
Wyoming.....	442	1,193	18,204	41.19	-3.1	-2.5	-0.1	-34.4	-32.0	-20.8

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-51. Figures in italics represent programs administered without Federal participation.

² Total for States with plans approved by Social Security Board.

³ Not computed. Average payment not calculated on base of less than 50 families; percentage change, on less than 100 families.

⁴ Estimated.

⁵ Includes program administered without Federal participation.

⁶ Plan approved as of July 1, 1943, but under State law no payments can be made under approved plan before Jan. 1, 1944.

⁷ Partly estimated.

⁸ No approved plan for September 1942. Percentage change based on program administered without Federal participation.

⁹ In addition, in 54 counties payments amounting to \$4,439 were made from local funds without State or Federal participation to 244 families in behalf of 467 children under State mothers' pension law; some of these families also received aid under approved plan.

¹⁰ Increase of less than 0.05 percent.

EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY • PROGRAM DIVISION

Operations of the Unemployment Compensation Program

September activities.—The \$4.4 million in benefits paid by State employment security agencies in September constituted the smallest monthly expenditure in the history of the unemployment compensation program. All-time lows were established in the individual benefit records of nine States—Alabama, Arizona, Montana, North Dakota, Oregon, Tennessee, Utah, Vermont, and Wyoming. No benefits at all were paid in Wyoming, which became the first State to report a month without any payments under the program. Although six States paid more in benefits than in the previous month, their payments amounted to only one-twentieth of the national total.

Benefits paid for the 3-month period ended September 30 totaled \$14.8 million, 27 percent less than the total for the preceding quarter. The continued downward movement was not, however, so pronounced as the drop from the first to the second quarter of the calendar year, when benefits declined 42 percent. Disbursements in the first 9 months of 1943 aggregated \$68.2 million and compensated 5.2 million weeks of unemployment. During the same period of 1942, 25.0 million weeks of unemployment were compensated in the amount of \$304.7 million.

Only Alaska, Arizona, Maryland, and North

Chart 1.—Number of initial and continued claims received in local offices, January 1940–September 1943

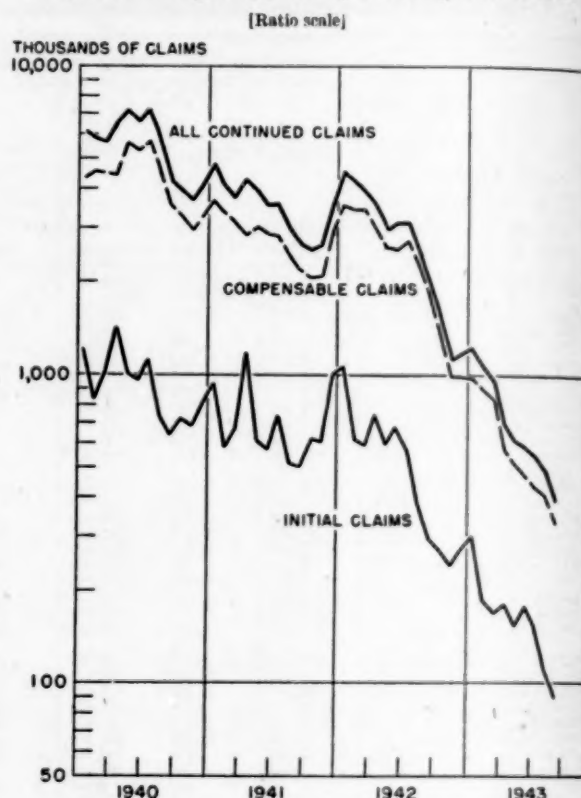


Table 1.—Summary of unemployment compensation operations, September and January–September 1943

Item	September 1943			January–September 1943		
	Number or amount	Percentage change from—		Number or amount	Percentage change from—	
		August 1943	September 1942		January–September 1942	January–September 1941
Initial claims ¹	89,985	–18.6	–69.1	1,524,563	–72.5	–75.8
Continued claims ¹	388,986	–20.5	–80.5	6,552,429	–78.1	–80.4
Waiting-period	58,308	–28.4	–71.3	1,140,521	–75.4	–84.0
Compensable	330,678	–18.9	–81.5	5,411,908	–78.6	–79.5
Weeks compensated	320,574	–16.2	–82.2	5,194,377	–79.2	–79.9
Total unemployment	288,666	–16.1	–82.6	4,661,564	–79.7	–80.3
Part-total unemployment ²	8,940	–15.5	–78.7	140,350	–79.8	–80.3
Partial unemployment ³	20,383	–20.5	–79.8	301,519	–77.4	–78.9
Weekly average beneficiaries for month	74,547	–16.1	–82.4			
Gross benefits paid	\$4,433,137	–14.6	–80.2	\$68,691,015	–77.5	–78.1
Net benefits paid since benefits first payable ⁴	\$2,100,585,409					
Funds available for benefits as of Sept. 30	\$4,363,838,463	+5	+41.4			

¹ Excludes Hawaii for September; data not reported.

² Excludes New York because data not reported, and Montana and Pennsylvania, which have no provisions for partial and part-total unemployment.

³ Based on 48 States reporting this type of payment during both periods.

⁴ Based on 47 States reporting this type of payment during both periods.

⁵ Based on 32 States reporting comparable data.

⁶ Excludes \$541 resulting from review of 1938–41 seasonal claims in Oregon.

⁷ Excludes \$76,894 resulting from review of 1938–41 seasonal claims in Oregon.

⁸ Includes Massachusetts data as of Aug. 31, 1943.

⁹ Based on 50 States reporting comparable data.

Carolina failed to share the general downward movement that characterized claims activities during September. The rate of decrease in initial-claim loads was substantial in a majority of the States. In 17 States, the September volume was less than three-fourths of the number received in

August. Since, however, the States with the largest claim loads had the smallest rates of decrease, the decline for the Nation as a whole was only 19 percent.

With the exception of Alaska, all States reported decreases in continued claims from the preceding

Table 2.—Initial and continued claims received in local offices, by State, September 1943

[Data reported by State agencies, corrected to Oct. 23, 1943]

Social Security Board region and State	Initial claims					Continued claims				
	Number	Percentage change from—		New ¹	Additional ¹	Number	Percentage change from—		Waiting-period	Compensable
		August 1943	September 1942				August 1943	September 1942		
Total ²	89,985	-18.6	-69.1			388,986	-20.5	-80.5	58,308	330,678
Region I:										
Connecticut	1,466	-16.8	-70.3	1,218	248	2,917	-5.2	-88.0	613	2,304
Maine	753	-19.1	-29.3	257	496	2,091	-28.2	-74.6	222	1,869
Massachusetts	4,249	-15.8	-48.7	2,241	2,008	12,849	-29.6	-84.6	1,607	11,242
New Hampshire	586	-24.2	-58.9	277	309	2,722	-21.4	-61.0	353	2,369
Rhode Island	1,786	-24.8	-63.6	1,295	491	5,124	-24.6	-72.4	536	4,588
Vermont	96	-28.4	-65.1	63	33	587	-36.9	-67.2	48	539
Region II-III:										
Delaware	80	0	-63.6	65	15	307	-31.3	-94.5	22	285
New Jersey	6,480	-18.3	-62.2	3,662	2,818	24,106	-14.3	-76.4	3,409	20,697
New York	20,883	-12.7	-75.4	9,762	11,121	76,748	-19.5	-86.6	20,170	56,578
Pennsylvania	3,893	-9.5	-58.6	3,893	(¹)	27,410	-11.5	-71.2	5,760	21,650
Region IV:										
District of Columbia	409	-14.3	-14.4	387	22	2,072	-22.5	-67.6	237	1,835
Maryland	846	+16.4	-32.8	1,846	(¹)	2,785	-19.6	-94.0	334	2,451
North Carolina	769	+15.6	-79.5	635	134	2,928	-30.8	-90.9	363	2,565
Virginia	618	-46.4	-66.7	618	100	5,046	-33.8	-71.8	346	4,700
West Virginia	1,392	-6.3	-17.5	1,211	181	6,795	-21.7	-45.0	476	6,319
Region V:										
Kentucky	1,413	-3.2	-40.2	1,112	301	8,214	-13.0	-61.3	569	7,645
Michigan	2,716	-11.4	-74.8	2,109	607	7,110	-15.0	-91.3	744	6,366
Ohio	1,863	-27.1	-72.1	1,863	(¹)	8,220	-23.6	-88.6	1,803	6,417
Region VI:										
Illinois	13,739	-20.0	-66.4	5,402	8,337	39,653	-29.8	-82.5	4,190	35,463
Indiana	1,356	-31.4	-67.0	1,356	(¹)	9,333	-28.7	-71.2	800	8,533
Wisconsin	981	-9.1	-60.3	(¹)	(¹)	5,203	-12.9	-70.7	965	4,238
Region VII:										
Alabama	1,114	-43.4	-75.3	813	301	9,203	-25.5	-78.2	783	8,420
Florida	1,342	-18.6	-64.8	1,342	(¹)	9,182	-4.2	-77.3	616	8,566
Georgia	795	-32.6	-86.4	573	222	6,925	-13.6	-82.9	1,379	5,546
Mississippi	534	-18.0	-57.2	427	107	2,737	-17.5	-67.5	317	2,420
South Carolina	1,035	-42.3	-67.6	800	235	6,532	-19.2	-62.0	762	5,770
Tennessee	1,822	-24.0	-59.0	1,375	447	16,481	-14.4	-66.0	1,498	14,983
Region VIII:										
Iowa	312	-43.1	-81.0	220	92	2,353	-36.3	-71.1	287	2,066
Minnesota	602	-32.7	-79.1	303	299	2,731	-36.8	-85.0	474	2,257
Nebraska	158	-39.5	-74.6	78	80	1,015	-28.7	-67.1	98	917
North Dakota	12	(¹)	(¹)	9	3	66	-32.0	-88.3	5	61
South Dakota	62	-46.1	+21.6	60	2	532	-2	+45.4	9	523
Region IX:										
Arkansas	987	-39.6	-15.5	889	98	8,054	-22.0	-42.1	577	7,477
Kansas	666	-29.1	-53.4	506	160	4,973	-19.9	-48.9	381	4,592
Missouri	2,810	-28.0	-76.2	2,200	610	12,603	-14.8	-70.4	2,006	10,598
Oklahoma	1,001	-18.9	-43.9	722	279	3,928	-7.0	-76.8	352	3,576
Region X:										
Louisiana	1,230	-36.3	-77.8	943	287	7,264	-40.1	-81.9	900	6,364
New Mexico	45	(¹)	(¹)	43	2	247	-15.1	-81.2	6	241
Texas	1,807	-23.1	-64.0	(¹)	(¹)	11,071	-17.7	-65.6	686	10,385
Region XI:										
Colorado	318	-15.4	-62.8	225	93	1,507	-33.5	-57.1	113	1,394
Idaho	30	(¹)	(¹)	29	1	411	-36.7	-64.2	24	387
Montana	42	(¹)	(¹)	34	8	242	-37.8	-82.4	36	206
Utah	48	(¹)	(¹)	38	10	306	-24.4	-79.2	23	283
Wyoming	7	(¹)	(¹)	7	0	70	-35.8	-83.4	5	65
Region XII:										
Arizona	141	+7.6	-77.9	131	10	659	-64.7	-75.8	34	625
California	6,142	-4.9	-67.0	3,201	2,941	22,951	-3.2	-78.9	3,201	19,750
Nevada	36	(¹)	(¹)	25	11	251	-5.3	-56.2	13	238
Oregon	192	-34.2	-36.0	147	45	543	-57.4	-62.6	44	499
Washington	272	-34.5	-56.7	184	88	817	-23.8	-70.3	123	694
Territories:										
Alaska	19	(¹)	(¹)	6	13	95	(¹)	-76.7	0	95
Hawaii ³										

¹ State procedures do not provide for filing additional claims in Florida, Indiana, Maryland, Ohio, Pennsylvania.

² Excludes Hawaii; data not reported.

³ Excludes all claims for partial unemployment.

⁴ Distribution by type of claim not available. In Wisconsin, provisions of State law are not comparable with those of other States.

⁵ Not computed, because fewer than 50 claims were reported in either or both periods.

month. The total of 389,000 continued claims represented only one-fifth the number received in

local offices during September a year ago. The decrease of 21 percent from August in the Nation

Table 3.—Number of beneficiaries, number of weeks compensated, and amount of benefits paid, September 1943, by State

[Data reported by State agencies, corrected to Oct. 20, 1943]

Social Security Board region and State	Beneficiaries			Weeks compensated for specified types of unemployment				Benefits paid ²		
	Average weekly number	Percentage change from—		All types	Total	Part-total ¹	Partial ¹	Amount	Percentage change from—	
		August 1943	September 1942						August 1943	September 1942
Total	74,547	-16.1	-82.4	320,574	288,666	8,940	20,383	\$4,433,137	-14.6	-80.3
Region I:										
Connecticut	455	-25.8	-90.4	1,985	1,846	9	130	30,928	-24.0	-87.4
Maine	410	-22.9	-70.1	1,750	1,100	68	582	17,511	-26.0	-73.5
Massachusetts	2,489	-22.0	-85.4	11,588	9,959	120	1,509	169,558	-11.8	-79.3
New Hampshire	546	-19.9	-59.7	2,173	1,814	5	354	23,534	-27.9	-56.4
Rhode Island	1,897	-23.7	-69.6	8,157	7,151	0	1,006	126,561	-22.8	-63.5
Vermont	118	-15.7	-63.6	554	532	10	12	6,225	-1.6	-55.4
Region II-III:										
Delaware	61	-30.7	-86.6	251	227	1	23	3,358	-22.9	-79.7
New Jersey	4,882	-8.6	-77.9	21,235	19,036	35	2,164	318,166	-8.9	-74.2
New York	15,616	-10.1	-87.3	68,218	65,633	(¹)	(¹)	1,042,085	-9.0	-83.1
Pennsylvania	4,843	-9.7	-73.2	20,640	20,640	(¹)	(¹)	301,306	-11.0	-69.9
Region IV:										
District of Columbia	574	+1.6	-58.4	2,458	2,373	75	10	39,633	+3.3	-49.0
Maryland	814	-7.5	-79.8	3,402	2,290	17	1,086	48,164	-3.9	-78.5
North Carolina	744	-22.6	-88.4	3,049	2,847	45	157	26,157	-22.0	-86.6
Virginia	1,135	-30.6	-73.4	4,812	4,544	232	36	54,287	-29.3	-69.3
West Virginia	1,425	-23.4	-57.4	6,228	4,572	0	1,656	94,626	-19.1	-45.3
Region V:										
Kentucky	1,359	-10.1	-63.2	5,774	5,104	434	226	52,630	-8.5	-62.5
Michigan	1,460	-10.8	-92.9	6,601	6,341	124	136	114,188	+4.2	-91.9
Ohio	1,340	-19.8	-91.0	5,756	4,905	118	733	70,075	-17.3	-90.3
Region VI:										
Illinois	9,146	-24.8	-83.7	38,296	29,799	3,132	5,365	536,983	-26.1	-82.9
Indiana	2,035	-30.6	-67.5	8,770	8,232	184	354	125,720	-25.0	-89.9
Wisconsin	831	0	-74.3	3,711	3,204	236	271	45,838	+10.3	-73.5
Region VII:										
Alabama	2,005	-19.9	-74.8	8,091	7,337	741	13	87,341	-24.2	-73.9
Florida	1,390	+1.2	-83.0	5,896	5,660	190	37	63,492	-4.1	-81.4
Georgia	1,149	-9.3	-85.5	4,719	4,534	151	34	49,893	-13.3	-80.6
Mississippi	319	-18.6	-79.6	1,346	1,223	50	73	16,340	-18.9	-70.5
South Carolina	755	-1.0	-72.9	3,240	3,130	69	41	34,253	-8	-64.6
Tennessee	3,057	-15.6	-68.3	13,337	12,929	282	126	146,056	-12.1	-62.5
Region VIII:										
Iowa	476	-29.3	-66.7	1,818	1,675	125	18	18,827	-41.7	-67.5
Minnesota	536	-36.6	-83.0	2,347	2,057	200	90	28,579	-34.8	-84.4
Nebraska	200	-24.0	-58.5	803	735	17	51	9,903	-24.0	-55.7
North Dakota	6	(¹)	(¹)	28	22	1	5	191	-52.5	-94.9
South Dakota	33	(¹)	(¹)	128	124	1	3	1,295	-14.8	-62.4
Region IX:										
Arkansas	1,370	-2.4	-51.2	5,765	5,613	113	39	63,406	-7.7	-72.9
Kansas	1,084	-20.5	-15.8	4,464	4,143	289	32	57,351	-25.9	-43.8
Missouri	1,875	-11.3	-82.7	7,878	6,841	160	877	102,351	-15.1	-81.3
Oklahoma	579	+20.1	-78.3	2,476	2,219	228	29	34,755	+20.3	-73.3
Region X:										
Louisiana	1,089	-45.2	-86.1	4,810	4,533	109	168	61,442	-35.2	-81.8
New Mexico	17	(¹)	(¹)	85	77	6	2	988	+8.3	-89.8
Texas	1,073	-11.6	-80.2	4,648	4,396	238	14	47,196	-13.2	-73.3
Region XI:										
Colorado	154	-47.4	-70.4	673	637	23	13	9,175	-42.8	-87.9
Idaho	60	-40.0	-73.5	290	253	7	0	2,826	-53.0	-62.6
Montana	54	-34.1	-83.4	219	219	(¹)	(¹)	2,404	-34.2	-81.0
Utah	82	-13.7	-77.0	379	368	11	0	6,223	-6.9	-72.2
Wyoming ³	2	(¹)	(¹)	0	0	0	0	0	(¹)	(¹)
Region XII:										
Arizona	50	-35.1	-82.5	203	191	12	0	2,663	-40.7	-80.3
California	4,662	-4.9	-81.6	20,342	16,761	1,023	2,558	322,877	-3.5	-79.4
Nevada	40	(¹)	(¹)	202	198	3	1	2,955	+13.8	-44.7
Oregon	64	-73.4	-85.0	254	202	9	43	2,758	-69.9	-78.9
Washington	133	-26.5	-75.6	575	295	30	250	7,417	-19.4	-68.3
Territories:										
Alaska	21	(¹)	(¹)	64	64	0	0	828	-7.3	-66.4
Hawaii	32	(¹)	(¹)	116	63	7	46	1,771	-21.7	-73.3

¹ Benefits for partial and part-total unemployment are not provided by State law in Montana and Pennsylvania. New York data not available.

² Not adjusted for voided benefit checks; includes supplemental payments.

³ Excludes \$541 resulting from review of 1938-41 seasonal claims in Oregon.

⁴ Not computed, because fewer than 50 beneficiaries were reported in either or both periods.

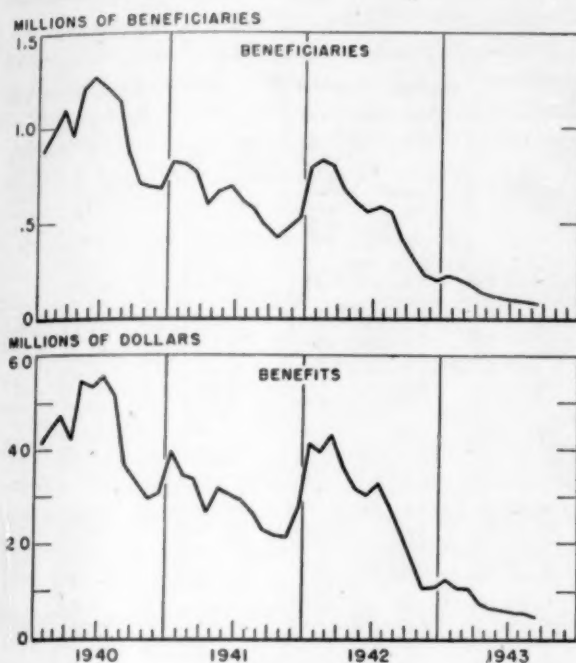
⁵ Includes delayed payments for claims filed in 1941 and 1942.

⁶ Preliminary.

⁷ The weeks of compensated unemployment (on which the estimated average weekly number of beneficiaries is based) occurred in the week August 30-September 4; the apparent discrepancy in the data for this State results from the fact that the average weekly number of beneficiaries is computed from weekly figures which include data for the last 2 days of August, whereas figures for weeks compensated and benefits paid represent data for the calendar month of September only.

⁸ Benefits paid during August 1943 amounted to \$186, during September 1942, \$3,048.

Chart 2.—Number of beneficiaries and amount of unemployment benefits paid, January 1940–September 1943



as a whole was the result of declines among the States ranging from 0.2 percent in South Dakota to 65 percent in Arizona. On the basis of correspondingly low initial-claim loads, the trend of compensated unemployment, as reflected in continued-claim receipts, may be expected to continue downward during October.

The average weekly number of beneficiaries in September, 74,500, was 16 percent less than the number in August and about one-fifth the number a year earlier. Alabama, Arkansas, Illinois, Kansas, New Hampshire, New Jersey, New York, Rhode Island, Tennessee, and West Virginia had the greatest relative amount of compensable unemployment¹ in September. These 10 States represent about 30 percent of all covered workers and approximately 55 percent of all beneficiaries. Only 3 States—District of Columbia, Florida, and Oklahoma—reported more beneficiaries than in August; in 14 States the weekly average was reduced by 25 percent or more.

Collections deposited in State clearing accounts during the third quarter, based primarily on taxable wages paid the previous quarter, amounted

to \$351.3 million, 5.4 percent more than the April–June total; all but 10 States reported increases. Lowered contribution rates effective

Table 4.—Ratio of benefits¹ to collections,² by State, by specified period through September 1943

[Based on data reported by State agencies,³ corrected to Oct. 26, 1943]

Social Security Board region and State	Month and year benefits first payable	Ratio (percent) of—			
		Benefits to collections, January–September 1943	Benefits to collections, October 1942–September 1943	Benefits to collections since benefits first payable	Total benefits to cumulative collections and interest
Total.....		46.9	48.3	40.8	32.5
Region I:					
Connecticut.....	Jan. 1938	2.0	2.4	23.7	20.1
Maine.....	do.....	4.8	5.4	45.7	39.7
Massachusetts.....	do.....	(⁴)	(⁴)	49.8	40.1
New Hampshire.....	do.....	8.7	8.8	46.9	36.6
Rhode Island.....	do.....	9.7	11.0	48.3	41.9
Vermont.....	do.....	5.5	5.9	34.2	28.4
Region II–III:					
Delaware.....	Jan. 1939	10.6	9.5	27.1	18.3
New Jersey.....	do.....	7.4	8.8	24.9	19.0
New York.....	Jan. 1938	10.2	14.5	49.4	42.7
Pennsylvania.....	do.....	3.6	4.1	38.5	32.9
Region IV:					
Dist. of Columbia.....	do.....	5.2	5.6	22.4	18.3
Maryland.....	do.....	3.4	3.9	33.1	29.2
North Carolina.....	do.....	3.8	4.9	31.7	27.1
Virginia.....	do.....	8.7	8.6	40.0	33.3
West Virginia.....	do.....	7.9	8.0	43.5	35.8
Region V:					
Kentucky.....	Jan. 1939	8.0	8.1	28.6	20.1
Michigan.....	July 1938	6.1	7.9	58.5	46.2
Ohio.....	Jan. 1939	2.9	4.3	27.4	19.2
Region VI:					
Illinois.....	July 1939	15.9	17.3	42.0	27.1
Indiana.....	Apr. 1938	8.0	8.3	39.9	31.9
Wisconsin.....	July 1936	4.7	4.4	29.2	21.6
Region VII:					
Alabama.....	Jan. 1938	14.9	17.2	43.0	35.9
Florida.....	Jan. 1939	7.3	11.1	54.2	41.6
Georgia.....	do.....	8.4	11.8	34.3	24.5
Mississippi.....	Apr. 1938	7.6	7.5	46.8	39.1
South Carolina.....	July 1938	10.2	10.9	33.9	26.2
Tennessee.....	Jan. 1938	12.9	14.3	45.9	40.3
Region VIII:					
Iowa.....	July 1938	7.3	6.9	40.8	31.4
Minnesota.....	Jan. 1938	9.7	9.8	53.8	44.5
Nebraska.....	Jan. 1939	4.9	4.5	40.4	25.3
North Dakota.....	do.....	6.8	6.4	61.8	37.6
South Dakota.....	do.....	6.1	4.7	34.1	21.4
Region IX:					
Arkansas.....	do.....	7.0	6.7	41.1	31.3
Kansas.....	do.....	6.8	6.3	30.3	21.3
Missouri.....	do.....	14.0	17.9	30.8	21.2
Oklahoma.....	Dec. 1938	7.5	8.0	45.0	30.4
Region X:					
Louisiana.....	Jan. 1938	8.0	10.2	49.0	42.0
New Mexico.....	Dec. 1938	1.9	2.0	53.9	38.3
Texas.....	Jan. 1938	3.1	3.6	34.4	27.9
Region XI:					
Colorado.....	Jan. 1939	3.1	2.7	45.4	31.6
Idaho.....	Sept. 1938	4.9	3.6	56.8	44.4
Montana.....	July 1939	3.8	3.4	65.7	41.6
Utah.....	Jan. 1938	1.6	1.9	42.2	26.3
Wyoming.....	Jan. 1939	.9	.9	58.3	39.7
Region XII:					
Arizona.....	Jan. 1938	1.6	1.8	41.0	35.0
California.....	do.....	5.1	5.3	41.2	35.2
Nevada.....	Jan. 1939	1.4	1.3	42.1	33.9
Oregon.....	Jan. 1938	2.4	2.4	36.8	32.0
Washington.....	Jan. 1939	1.2	1.2	30.1	23.4
Territories:					
Alaska.....	do.....	2.2	1.8	30.8	24.7
Hawaii.....	do.....	1.4	1.4	8.7	6.2

¹ Adjusted for voided benefit checks.

² See table 5, footnotes 3 and 4.

³ Except interest which is credited and reported by Treasury.

⁴ Based on data for 50 States.

⁵ Ratio for Wisconsin based on benefits and collections since Jan. 1, 1938.

⁶ Data not comparable.

¹ Determined by relating the number of beneficiaries to the number of covered workers.

Table 5.—State unemployment compensation funds available for benefits, cumulative collections and interest, and benefits paid, by State, by specified period through September 1943

[Data reported by State agencies,¹ corrected to Oct. 26, 1943]

Social Security Board region and State	Month and year benefits first payable	Funds available for benefits as of Sept. 30, 1943		Collections ²				Benefits paid ³		
		Amount ⁴	Percentage change from June 30, 1943	Cumulative through September 1943 ⁵		July-September 1943		July-September 1943		July-September 1943
				Collections and interest ⁶	Collections	Amount	Percentage change from April-June 1943	Cumulative through September 1943 ⁷	Amount	
Total		\$4,363,838,463	+9.0	\$6,464,423,837	\$6,179,465,523	\$351,294,075	+5.4	\$2,100,585,409	\$14,829,141	-27.1
Region I:										
Connecticut	Jan. 1938	114,387,042	+8.5	143,194,519	136,538,727	8,519,240	+7.4	28,807,475	114,471	-10.9
Maine	do.	21,414,555	+13.8	35,521,931	34,586,081	2,572,278	+4.2	14,107,370	69,533	-37.4
Massachusetts	do.	162,463,463	(11)	271,181,920	259,343,698	8,524,854	(11)	108,688,454	19,499,041	(11)
New Hampshire	do.	15,088,575	+6.9	23,799,874	22,762,848	963,701	+3.7	8,711,299	87,990	-8.5
Rhode Island	do.	44,785,278	+9.4	77,089,854	74,704,971	4,062,376	+5.9	32,304,578	414,441	+11.4
Vermont	do.	8,005,150	+8.4	11,179,669	10,664,183	603,161	+6.4	3,174,523	19,387	-24.6
Region II-III:										
Delaware	Jan. 1939	12,062,137	+3.4	14,761,069	13,810,396	360,181	+5.1	2,698,933	16,869	-50.8
New Jersey	do.	290,084,453	+9.2	358,260,372	339,262,245	24,110,998	+31.5	68,175,920	1,021,679	-23.1
New York	Jan. 1938	556,917,302	+11.2	971,844,519	937,279,201	56,614,031	+4.6	414,927,216	3,189,902	-23.8
Pennsylvania	do.	432,912,833	+9.9	645,530,397	622,129,586	38,096,034	+5.2	212,617,567	960,723	-10.4
Region IV:										
District of Columbia	do.	39,261,029	+6.4	48,082,394	45,228,459	2,292,629	+3.3	8,821,368	109,599	+7.6
Maryland	do.	77,516,395	+12.2	109,547,335	105,744,427	8,219,310	+6.0	32,030,938	159,716	-40.8
North Carolina	do.	65,297,251	+7.9	89,543,440	85,730,270	4,595,436	-18.6	24,246,190	95,036	-47.8
Virginia	do.	44,961,782	+6.5	67,386,271	64,324,345	2,772,276	+5.5	22,424,490	238,340	-16.5
West Virginia	do.	46,986,049	+6.7	73,231,499	70,424,556	3,081,386	+2.7	26,245,453	341,786	+63.3
Region V:										
Kentucky	Jan. 1939	61,541,497	+5.3	76,986,683	72,476,455	3,006,241	+23.5	15,445,183	168,580	-23.2
Michigan	July 1938	190,345,226	+10.0	353,690,084	341,461,211	16,725,202	+4.5	163,344,863	350,067	-82.8
Ohio	Jan. 1939	320,794,461	+6.2	396,899,933	372,852,880	17,549,770	+10.8	76,105,492	226,896	-31.4
Region VI:										
Illinois	July 1939	365,050,971	+4.3	500,718,755	473,409,800	15,443,555	+8.2	135,667,788	2,174,076	-17.3
Indiana	Apr. 1938	114,815,394	+9.4	168,488,604	161,085,123	9,814,689	-2.7	53,673,216	468,268	-27.1
Wisconsin	July 1936	99,244,386	+7.2	126,619,810	117,960,234	6,337,133	+15.5	27,375,422	123,740	-31.6
Region VII:										
Alabama	Jan. 1938	44,519,191	+6.3	69,462,753	66,682,669	2,723,699	-11.6	24,943,566	300,803	-10.6
Florida	Jan. 1939	29,102,915	+13.3	49,858,077	47,969,439	3,472,009	+14.7	20,755,159	186,982	+26.9
Georgia	do.	49,363,078	+8.4	65,388,496	61,966,930	3,769,822	+10.3	16,025,420	167,858	-34.6
Mississippi	Apr. 1938	13,480,989	+11.7	22,151,024	21,393,481	1,405,044	+6.1	8,670,036	58,357	-23.6
South Carolina	July 1938	25,951,997	+6.5	35,157,003	33,329,325	1,564,892	+3.6	9,205,008	94,779	-28.3
Tennessee	Jan. 1938	42,950,257	+12.1	71,927,437	69,469,417	4,922,463	+9.8	28,973,127	465,425	-12.8
Region VIII:										
Iowa	July 1938	36,892,473	+7.1	53,777,537	51,185,023	2,358,650	+9.4	16,885,060	88,561	-31.7
Minnesota	Jan. 1938	49,209,706	+12.0	88,685,232	85,216,115	5,182,671	+17.6	39,475,524	132,736	-66.1
Nebraska	Jan. 1939	16,539,278	+10.1	22,153,467	20,868,050	1,483,704	+18.6	5,614,194	34,294	-23.8
North Dakota	do.	3,452,067	+6.1	5,529,844	5,225,518	184,585	+13.3	2,077,779	1,122	-84.5
South Dakota	do.	4,983,798	+3.8	6,338,715	5,905,906	164,303	+19.5	1,354,918	5,002	-54.3
Region IX:										
Arkansas	do.	18,230,792	+7.7	26,540,838	25,433,852	1,375,185	-2.3	8,310,050	155,317	+171.6
Kansas	do.	31,875,811	+9.0	40,486,070	38,377,799	2,686,579	-16.9	8,611,162	210,154	+8.1
Missouri	do.	105,256,933	+5.8	133,594,148	125,448,577	5,620,830	+10.7	28,337,218	348,160	-32.0
Oklahoma	Dec. 1938	31,872,212	+7.5	45,765,781	43,256,226	2,167,281	+9.0	13,893,574	92,544	-43.1
Region X:										
Louisiana	Jan. 1938	41,800,979	+12.9	71,503,944	68,789,901	4,802,237	+13.8	30,002,966	246,890	-12.6
New Mexico	Dec. 1938	6,061,720	+8.3	9,819,771	9,384,062	442,288	-3.5	3,758,048	3,170	-61.3
Texas	Jan. 1938	104,147,030	+7.5	144,447,492	136,650,249	6,934,824	+22.6	40,300,464	139,937	-3.9
Region XI:										
Colorado	Jan. 1939	23,411,715	+7.0	34,236,820	32,543,263	1,463,286	-2.2	10,825,102	44,403	-21.7
Idaho	Sept. 1938	8,782,926	+11.0	15,783,875	15,279,691	841,217	+14.7	7,000,946	13,889	-70.6
Montana	July 1939	10,950,405	+9.3	18,738,409	17,931,566	888,899	+6.6	7,788,002	9,267	-69.2
Utah	Jan. 1938	14,645,477	+12.9	23,003,164	22,282,142	1,627,369	-4.5	8,357,690	16,094	-11.8
Wyoming	Jan. 1939	5,148,336	+7.2	8,536,172	8,170,028	321,937	+12.2	3,387,842	380	-78.4
Region XII:										
Arizona	Jan. 1938	11,397,312	+11.9	17,520,883	16,933,122	1,167,878	+15.6	6,123,568	10,610	-17.8
California	do.	408,863,307	+12.3	631,397,591	606,225,201	44,205,489	+9.7	222,534,285	1,104,878	-47.8
Nevada	Jan. 1939	5,965,547	+13.1	9,026,598	8,762,904	670,827	-10.1	3,061,051	8,414	-21.1
Oregon	Jan. 1938	39,577,219	+13.9	58,173,624	56,246,426	4,688,287	+20.6	18,596,407	28,598	-68.0
Washington	Jan. 1939	78,040,970	+13.4	101,919,352	97,914,165	8,885,834	+13.4	23,878,382	31,485	-43.8
Territories:										
Alaska	do.	4,076,541	+11.3	5,414,368	5,218,313	398,278	+36.7	1,337,826	2,843	-67.3
Hawaii	do.	13,622,253	+4.9	14,829,500	13,617,467	577,227	-18.5	907,247	6,049	-43.6

¹ Except interest, which is credited and reported by Treasury.

² Represents sum of balances at end of month in State clearing account and benefit-payment account, and in State unemployment trust fund account in Treasury. State unemployment trust fund accounts reflect transfers to railroad unemployment insurance account.

³ Represents contributions, penalties, and interest from employers, and contributions from employees. Adjusted for refunds and for dishonored contribution checks. Current contribution rates (percent of taxable wages) are: For employers, 2.7 percent except in Michigan, where rate is 3.0 percent; for employees, 1.0 percent in Alabama, California, and New Jersey, and 0.5 percent in Rhode Island. 40 States have adopted experience rating which modifies above rates. All States collect contributions either wholly or in part on quarterly basis.

⁴ Includes \$40,561,886 refunded in 1938 by Federal Government to 15 States, collected on pay rolls for 1936 under title IX of Social Security Act. Excludes contributions through June 30, 1939, on wages earned by workers now subject to Railroad Unemployment Insurance Act.

⁵ Interest represents earnings of funds in State accounts in unemployment trust fund and is credited at end of each quarter.

⁶ Adjusted for voided benefit checks.

⁷ Includes benefits paid through June 30, 1939, to workers now subject to Railroad Unemployment Insurance Act.

⁸ Massachusetts data as of Aug. 31, 1943.

⁹ Based on data for 50 States.

¹⁰ Excludes September data for Massachusetts.

¹¹ Data not comparable.

April 1 under experience-rating provisions may be responsible for smaller collections in 2 of these States—Alabama and Arkansas. In the others, the decline in collections is apparently attributable to seasonal factors, or to the completion of major construction projects, or both.

For each dollar in contributions collected during January–September of this year, only 7 cents were paid in benefits to unemployed workers, in contrast to 37 cents for the same period of 1942. The continued increase in collections and the downward trend in benefits are clearly illustrated by the following ratios of benefits to collections:

Employment Service Operations *

The civilian labor force declined from August to September, as is usual, according to estimates of the Department of Commerce. Both agricultural and nonagricultural employment decreased somewhat, as thousands of young people between the ages of 14 and 19 relinquished jobs to go back to school. The number of unemployed workers fell to the lowest level on record—800,000; the decline in unemployment was not concentrated in any one age group.

In the period from September 1940 to September 1943, civilian employment has increased 4.6 million and unemployment has dropped 6.2 million; as the net result of these changes, the total labor force has been reduced by 1.6 million. The following tabulation shows these year-to-year changes (in millions of persons):

Month and year	Civilian labor force	Civilian employment			Unemployment
		Total	Non-agricultural	Agricultural	
September 1940	54.9	47.9	37.5	10.4	7.0
September 1941	54.8	50.3	40.2	10.1	4.5
September 1942	54.1	52.4	42.2	10.2	1.7
September 1943	53.3	52.5	41.2	11.3	.8

More effective operation of the programs designed to alleviate the farm labor shortage, the deferment of farm workers, and the importation of foreign labor have combined to improve the agricultural labor situation, according to the Department of Agriculture. Women, older men, and young children continue to make up the

1942—third quarter, 30 percent; fourth quarter, 13 percent; 1943—first quarter, 11 percent; second quarter, 6 percent; third quarter, 4 percent. In the 9 months ended September 30, 1943, these ratios ranged from nearly 16 cents in Illinois to less than 1 cent per dollar collected in Wyoming.

Funds available for future benefits approximated \$4.4 billion at the end of September, 41 percent more than the amount available as of September 30, 1942. During July–September, the funds of 17 States experienced gains of more than 10 percent.

general farm labor group, and there is a particular need for skilled, able-bodied workers capable of operating machinery or doing heavy manual labor. The importation of foreign labor has helped many sections over their seasons of peak harvests, since these workers are shifted from one region to another as crops mature. At the beginning of October, 36,300 Mexicans, 8,650 Jamaicans, and 4,250 Bahamians were employed in or available for agricultural work. The Mexicans were concentrated on the West Coast, and most of the Jamaicans and Bahamians were in Connecticut, New York, New Jersey, Maryland, and Michigan, although 28 States in all were participating in this labor program.

Nonfarm placements made by the USES in September showed only a slight gain over the August total, but were 40 percent above the level of September 1942. August–September changes among the States ranged from a decline of 35 percent in Nebraska to a rise of 50 percent in Rhode Island; decreases occurred in 25 States and increases in 24. In the year-to-year comparison, increases were more general; the greatest—347 percent—was reported by Alabama.

Placements of women comprised 38 percent of the September placements—the highest proportion in the 13 months for which comparable data are available. Placements of nonwhite workers, on the other hand, have not increased as a percent of the total, although the number of such placements was 27 percent higher in September 1943 than it had been a year earlier. Placements of nonwhite workers have constituted from 15 to 18 percent of the total during the 13-month period.

*Data from Reports and Analysis Service, War Manpower Commission, and from published releases of other Government agencies.

Table 1.—Nonagricultural placements in the continental United States, September and January–September 1943, and applications received in public employment offices, September 1943, by State

[Corrected to Oct. 30, 1943]

War Manpower Commission region and State	Nonagricultural placements												Applications received September 1943	
	September 1943										January-September 1943			
	Percentage change from—		Short-time		Women		Nonwhite							
	Total number	August 1943	September 1942	Number	Percent of total	Number	Percentage change from August 1943	Percent of total	Number	Percentage change from August 1943 ¹	Percent of total	Number		Percentage change from January-September 1942
Total.....	908,620	+0.2	+40.3	77,741	8.6	345,156	+3.2	38.0	143,924	-7.0	15.8	6,979,949	+39.1	753,798
Region I:														
Connecticut.....	9,798	-15.9	+10.8	190	1.9	4,093	-15.5	41.8	374	-54.6	3.8	89,005	+8.8	13,187
Maine.....	4,951	-23.5	+17.1	150	3.0	2,166	+2	43.7	45		.9	51,747	+26.8	5,577
Massachusetts.....	24,508	-1.7	+63.4	152	.6	10,975	+3.9	44.8	609	-16.3	2.4	197,165	+94.6	45,404
New Hampshire.....	2,490	-3.5	+66.4	29	1.2	1,266	+11.9	50.8	5		.2	19,117	+16.0	2,568
Rhode Island.....	8,770	+50.2	+68.2	0	0	3,509	+46.5	40.0	233	+111.8	2.7	47,698	+64.0	14,178
Vermont.....	1,463	+24.4	+171.9	12	.8	607	+101.0	41.5	0			7,172	+19.4	1,222
Region II:														
New York.....	86,929	+11.4	+17.0	29,210	33.6	41,523	+7.4	47.8	28,721	+3.6	33.0	667,481	+21.6	107,966
Region III:														
Delaware.....	3,568	+35.2	+170.5	0	0	1,177	+22.3	33.0	786	+72.4	22.0	19,065	+44.4	1,474
New Jersey.....	36,157	-15.9	+163.7	2,113	5.8	13,751	-18.6	38.0	5,392	-48.3	14.9	253,460	+86.7	30,879
Pennsylvania.....	42,107	+5	+43.6	1,683	4.0	17,228	+7.6	40.9	5,380	+1.3	12.8	322,027	+35.3	78,192
Region IV:														
District of Columbia.....	3,263	+8.3	-22.4	1,041	31.9	2,407	+12.6	73.8	2,327	+8	71.3	29,643	-40.8	6,127
Maryland.....	13,482	-14.2	+50.1	84	.6	6,424	-14.5	47.6	2,819	-37.0	20.9	129,385	+83.1	24,444
North Carolina.....	23,718	-3.3	+66.3	298	1.3	9,758	-16.7	41.1	11,055	-11.5	46.6	150,233	-2.7	7,368
Virginia.....	10,165	+9.4	+5.2	98	1.0	3,791	+1.4	37.3	4,210	+16.7	41.4	72,028	-3.6	14,219
West Virginia.....	7,198	-2.2	+82.0	237	3.3	1,511	-7.0	21.0	334	-12.1	4.6	55,534	+69.0	7,863
Region V:														
Kentucky.....	19,991	+7.3	+145.4	190	1.0	5,927	+36.5	29.6	3,410	-7.5	17.1	116,655	+63.2	6,344
Michigan.....	36,254	-8.2	+91.3	278	.8	15,861	-8.7	43.7	3,609	-4.2	10.0	271,985	+86.0	6,569
Ohio.....	67,404	+4.6	+52.3	7,330	10.9	27,776	+12.6	41.2	9,937	+6.8	14.7	501,857	+68.5	17,991
Region VI:														
Illinois.....	31,384	+21.6	+65.5	866	2.8	12,233	+21.7	39.0	3,129	+28.8	10.0	224,589	+15.1	52,182
Indiana.....	34,567	+28.4	+71.9	1,343	3.9	14,410	+31.5	41.7	2,160	+11.4	6.2	204,291	+63.0	40,889
Wisconsin.....	19,568	-6	+34.5	592	3.0	8,041	+1.1	41.1	180	-2.2	.9	158,935	+45.0	14,206
Region VII:														
Alabama.....	17,708	+6.8	+347.1	31	.2	5,490	+17.0	30.8	4,901	+14.4	27.7	138,547	+156.7	13,594
Florida.....	20,067	+3.4	+132.5	402	2.0	6,806	+16.5	33.9	5,653	+1.2	28.2	153,798	+105.1	13,339
Georgia.....	26,502	-6.7	+258.6	44	.2	7,489	+4.2	28.3	5,551	-34.4	20.9	166,661	+145.5	7,755
Mississippi.....	10,276	-10.6	-6.8	24	.2	3,417	-3.4	33.3	3,280	-16.5	31.9	87,592	+14.3	14,544
South Carolina.....	8,617	-22.8	+65.3	386	4.5	2,992	-23.8	34.7	2,836	-28.1	32.9	58,749	+13.5	12,616
Tennessee.....	16,865	-26.7	+100.7	194	1.2	4,480	-16.2	26.6	4,383	-8	26.0	116,035	+77.1	10,490
Region VIII:														
Iowa.....	14,077	+3.2	+79.1	384	2.7	6,306	+7.8	44.8	319	+10.8	2.3	85,534	+40.2	15,490
Minnesota.....	15,759	-29.8	+42.0	1,893	12.0	4,524	-39.7	28.7	109	-15.5	.7	135,270	+90.7	17,421
Nebraska.....	4,676	-35.3	-36.8	498	10.7	1,195	-43.6	25.6	234	-34.5	5.0	57,984	+7.7	6,084
North Dakota.....	1,122	+3.0	-25.6	304	27.1	422	+9.6	37.6	13		1.2	13,974	-9	4,285
South Dakota.....	1,474	-9.7	-62.9	86	5.8	516	+9.3	35.0	150	+20.0	10.2	14,265	-41.3	1,766
Region IX:														
Arkansas.....	7,345	-21.7	-62.3	450	6.1	2,632	-24.6	35.8	2,133	-17.9	29.0	85,520	-34.4	8,239
Kansas.....	14,288	+15.8	-5	504	3.5	5,412	+39.5	37.9	1,372	-7.4	9.6	122,236	+38.8	4,629
Missouri.....	25,832	-6.6	-18.3	469	1.8	10,624	-7.7	41.1	3,455	+21.1	13.4	228,513	+19.3	33,394
Oklahoma.....	8,311	-9.0	+9.6	1,130	13.6	2,169	-4.8	26.1	1,434	-5.0	17.3	72,368	+34.2	3,733
Region X:														
Louisiana.....	6,502	+3	+88.9	295	4.5	2,395	+9.6	36.8	2,429	-7.1	37.4	51,959	+7.7	7,054
New Mexico.....	1,820	-17.2	+4.8	49	2.7	305	-1.3	16.8	128	+156.0	7.0	19,392	-20.4	1,493
Texas.....	45,727	+14.7	+13.2	1,453	3.2	14,996	+25.6	32.8	10,867	-8.8	23.8	386,767	+5.0	43,862
Region XI:														
Colorado.....	7,080	-12.6	-3.9	440	5.5	2,522	+2.9	31.6	171	-26.0	2.1	82,601	+7.0	3,346
Idaho.....	3,248	-7.4	-54.5	363	11.2	761	+56.9	23.4	166		5.1	28,477	-15.4	1,670
Montana.....	3,094	+6.1	-14.9	119	3.8	437	-12.6	14.1	56	-64.8	1.8	19,223	-21.4	3,638
Utah.....	5,073	-8.8	-24.9	512	10.1	1,776	+91.0	35.0	541	+313.0	10.7	73,753	+101.5	1,319
Wyoming.....	2,167	+30.2	-3.2	37	1.7	354	+16.4	16.3	41		1.9	14,265	-23.8	1,087
Region XII:														
Arizona.....	6,436	+30.1	+62.7	151	2.3	1,884	+23.2	29.3	799	-13.8	12.4	40,483	+34.9	695
California.....	81,375	-4.4	+14.7	9,457	11.6	30,305	-8.7	37.2	6,489	+9.1	8.0	711,767	+35.6	39,617
Nevada.....	3,928	+11.6	+24.5	347	8.8	475	-16.4	12.1	232	-45.2	5.9	33,305	+37.8	774
Oregon.....	18,910	(¹)	+79.6	1,583	8.4	7,151	+24.6	37.8	349	+19.1	1.8	175,219	+98.7	2,431
Washington.....	41,706	+17.0	+160.2	10,239	24.6	12,917	+27.2	31.0	1,127	-33.1	2.7	246,650	+91.8	898

¹ Computed only for States reporting 50 or more nonwhite placements in both months.
² Excludes renewals for Alabama, Connecticut, and Ohio; data not reported.

³ Excludes renewals; data not reported.
⁴ Increase of less than 0.05 percent.

Table 2.—Nonagricultural placements in the continental United States, by industry division and major occupational group, September 1943

[Corrected to Oct. 30, 1943]

Industry division	Total, all occupations					Professional and managerial	Clerical and sales	Service	Skilled	Semi-skilled	Unskilled and other
	Number	Percentage change from—		Women	Non-white						
		August 1943	September 1942								
Total.....	908,620	+0.2	+40.3	345,156	143,924	10,222	76,941	89,638	110,321	137,973	483,525
Forestry and fishing.....	456	-55.6	+14.9	21	12	9	13	126	15	29	264
Mining.....	12,389	+4.6	+211.4	331	685	29	185	78	4,203	1,451	6,443
Construction.....	72,197	-20.7	-58.3	2,070	14,082	205	2,414	1,273	18,782	7,959	41,564
Manufacturing.....	506,047	+2.4	+119.3	234,865	69,039	5,488	34,658	12,188	73,712	108,566	361,435
Transportation, communication, and other public utilities.....	39,740	+6.6	+100.5	6,714	6,511	247	5,092	1,544	3,706	4,759	24,292
Wholesale and retail trade.....	59,747	+3.0	+29.9	25,946	15,042	367	15,090	14,715	1,917	4,812	22,846
Finance, insurance, and real estate.....	3,581	-2.5	+10.6	2,173	638	27	1,880	1,119	129	128	298
Government.....	76,761	-1.7	-2.8	53,871	39,853	2,779	5,833	52,960	2,889	4,449	7,531
Establishments not elsewhere classified.....	47,197	+10.7	-5.5	19,098	7,876	1,065	11,722	5,588	4,924	5,774	18,124
	505	-63.7	+6.8	67	186	6	54	27	44	46	328

Manufacturing industries absorbed nearly two-thirds of the September placements, service and construction industries each took about 8 percent, and the other seven industry groups accounted for less than 7 percent each.

Only 754,000 applications were received in public employment offices in September—the lowest figure on record in the period 1940-43. New York was the only State to report more than 100,000.

Table 3.—Nonagricultural placements in the continental United States, by major occupational group, sex, and race, July-September 1943

[Corrected to Oct. 30, 1943]

Major occupational group	Total, all occupations			Women			Nonwhite		
	Number	Percentage change from—		Number	Percentage change from April-June 1943	Percent of total	Number	Percentage change from April-June 1943	Percent of total
		April-June 1943	July-September 1942						
Total.....	2,696,257	+19.4	+38.9	991,296	+23.2	36.8	438,495	+19.5	16.3
Professional and managerial.....	27,798	+11.6	+35.5	9,659	+7.3	34.7	204	-18.7	.7
Clerical and sales.....	211,931	+10.5	+41.7	159,744	+12.2	75.4	2,479	-4.7	1.2
Service.....	272,289	(1)	+2.7	171,705	+3.7	63.1	138,469	+3.6	50.9
Skilled.....	322,678	+7.4	+8.3	43,113	+1.9	13.4	9,162	-3.6	2.8
Semiskilled.....	410,443	+17.4	+58.0	176,770	+18.6	43.1	28,143	+6.0	6.9
Unskilled and other.....	1,451,118	+29.7	+54.7	430,305	+45.1	29.7	260,038	+33.9	17.9

¹ Increase of less than 0.05 percent.

Railroad Unemployment Insurance and Employment Service*

Labor shortages continued to influence the Board's operations in unemployment insurance and employment service in September. The number of vacant railroad jobs, as indicated by the estimated needs of the industry for additional personnel, was nearly 16 percent higher on September 1 than a month earlier. Resources from which labor could be recruited for the railroads were considerably reduced by the heavy demand for workers for the fall harvest, and by the return of students to school.

Railroad maintenance forces were particularly affected by this reduced labor supply. There was a net decrease of nearly 7,000 in the number employed in maintenance of way and structures from mid-August to mid-September, largely accounted for by decreases on the northern and western railroads. Few of these workers, however, appear on the unemployment insurance rolls. Although there were some seasonal layoffs of train-and-engine service men, somewhat concentrated in Kansas, Missouri, Kentucky, and Tennessee, the railroads in general were adding to these forces to handle the fall traffic load. Employment in this group increased by 3,100.

Employment Service

Verified placements in September totaled 26,700, approximately three-fourths of the large number reported for August and considerably more than twice the number for September 1942. The high level of placements in August was due in part to two special factors—almost three thousand workers

were brought in from Mexico and several thousand freight handlers were recruited in an emergency campaign to prevent a freight jam in the New York harbor area. The decrease from August, which also reflects the reduction of available labor reserves, was confined almost entirely to the laboring groups. Placements of maintenance-of-way laborers and of station and platform laborers dropped by 6,400 and 4,500, respectively.

Placements of train-and-engine service workers, office employees, and helpers and apprentices continued to increase and were from 23 to 28 percent above the August figures. The number of train-and-engine service workers placed by the employment service has shown an almost continuous increase throughout the past year, from less than 500 in September 1942 to 3,500 this September.

Workers recruited in September by one region for jobs in another numbered 1,471 of whom 900 were recruited under the national clearance order procedure; the corresponding figures for August were 1,748 and 606. Shop and store laborers and trackmen comprised nearly two-thirds of these September placements.

The number of employer orders remained relatively stable, but the number of openings and referrals decreased about 15 percent. It is believed that a substantial number of openings may have been carried over from August on open orders.

September 1943 marked the end of the third year of Nation-wide operations for the employment service of the Board. Its growth from a skeleton force, organized mainly to find jobs for unemployment insurance claimants, to a widespread organization supplying badly needed work-

*Prepared by the Office of Director of Research, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—Railroad unemployment insurance: Placements, applications for certificate of benefit rights received, claims received, and benefit payments certified, by specified period, 1942-44

Period	1943-44					1942-43				
	Placements	Applications ¹	Claims	Benefit Payments ²		Placements	Applications ¹	Claims	Benefit Payments ²	
				Number	Amount				Number	Amount
July-September.....	92,054	2,170	6,076	4,354	\$111,416	39,865	11,720	35,107	26,796	\$571,343
July.....	29,276	1,024	2,034	1,213	29,123	15,628	6,642	11,134	7,263	148,236
August.....	36,090	607	2,006	1,565	40,342	12,922	3,213	12,407	10,268	218,762
September.....	26,688	449	2,036	1,576	41,951	11,315	1,865	11,566	9,265	204,345

¹ Includes applications for current and preceding benefit years.

² Net figures adjusted for underpayments and recovery of overpayments

ers to a strategic industry is shown in the following tabulation:

Year ended	Placements	Orders	Openings	Referrals
Sept. 30, 1941.....	18,611	4,876	39,153	48,038
Sept. 30, 1942.....	91,352	11,260	122,034	149,492
Sept. 30, 1943.....	248,754	40,706	357,434	412,431

Contracts of the first contingent of Mexicans brought into the United States for railroad work will expire about the middle of November. The War Manpower Commission is now attempting to arrange for contract renewals for those workers who desire to remain on their jobs. Negotiations for this purpose are being carried on with the Mexican Government, the State Department, and the Immigration and Naturalization Service of the Department of Justice. Although no additional Mexican nationals were brought in during the month, approximately 14,150 were in carrier service as of September 30.

Personnel needs in the railroad industry were more acute in September than in the preceding month. As of September 1 it was estimated that 107,000 workers were needed compared with 92,000 a month earlier. These figures are not part of the series reported in previous issues of the Bulletin as the reported data have been adjusted for changes in coverage and for that part of the industry not reporting currently.

Unemployment Insurance Operations

September unemployment insurance operations

remained near the low level of the first 2 months of the benefit year in spite of further decreases in employment on class I railroads from mid-August to mid-September. As explained above, the drop in employment resulted primarily from voluntary withdrawals and only a small part of those separated from railroad jobs registered for benefits.

Applications for certificate of benefit rights were received from 450 unemployed railroad workers in September, about one-third fewer than in the preceding month. The Atlanta region was the only one in which more than 100 workers applied for certificates. In the first 3 months of the current benefit year, 2,000 certificates were issued compared with 11,200 in the corresponding period of 1942-43.

The 2,040 claims filed in September represented a slight rise from the number received in August and were almost the same as for July. While the monthly total has remained nearly constant, there have been noticeable changes within the various regions; increases in the Atlanta and Kansas City regions have been counterbalanced by decreases in the New York and Cleveland regions. Claims received in the first quarter of the current benefit year were only about 17 percent of the number received in the first quarter of 1942-43.

Benefits.—Nearly \$42,000 was paid in September on 1,580 certifications for unemployment insurance benefits. In each of the first 3 months of this year the number of payments was about one-sixth of the number in September 1942.

Table 2.—Railroad unemployment insurance: Number of benefit certifications, average benefit, and average number of compensable days for certifications in benefit year 1943-44, by month¹

Type of certification and period	All certifications				Certifications with 14 days of unemployment			Certifications with 8-13 days of unemployment				Certifications with 5-7 days of unemployment			
	Number	Average payment	Average daily benefit	Average number of compensable days ²	Percent of all certifications	Average payment	Average daily benefit	Percent of all certifications	Average payment	Average daily benefit	Average number of compensable days ²	Percent of all certifications	Average payment	Average daily benefit	Average number of compensable days ²
Certifications for first registration period:															
July 1943.....	304	\$18.94	\$3.17	5.97	69.4	\$22.15	\$3.16	30.6	\$11.65	\$3.21	3.62	-----	-----	-----	-----
August.....	551	20.35	3.44	5.92	66.1	23.98	3.43	33.9	13.29	3.49	3.81	-----	-----	-----	-----
September.....	341	20.52	3.33	6.16	72.4	23.29	3.33	27.6	13.26	3.35	3.96	-----	-----	-----	-----
Certifications for subsequent registration periods:															
July 1943.....	21	27.64	2.86	9.67	90.5	28.55	2.86	9.5	19.00	2.92	6.50	0.0	-----	-----	-----
August.....	966	29.75	3.32	8.96	74.6	33.67	3.37	19.8	21.31	3.05	6.98	5.6	\$7.26	\$3.30	2.30
September.....	1,239	29.14	3.28	8.88	71.9	33.50	3.35	23.3	20.24	2.97	6.81	4.8	7.00	3.44	2.04

¹ Data cover only certifications for unemployment in the current benefit year. Data for initial certifications in all months and subsequent certifications in July are based on a complete tabulation; data for subsequent certifications in other months, except total number of certifications and average pay-

ment for all certifications, are based on a 50-percent sample.
² Benefits are payable for each day of unemployment in excess of 7 for first registration period and in excess of 4 for subsequent registration periods.

Railroad unemployment, as measured by benefits for unemployment experienced in the current benefit year, has been largely concentrated in certain areas. About half of the 3,400 payments were made to residents of 10 States. More than one-fourth went to beneficiaries in 5 States grouped around the confluence of the Ohio and Mississippi rivers, particularly in Illinois, Tennessee, and Kentucky. Workers in New York and Pennsylvania received about one-tenth of the July-September total, and about the same proportion went to residents of Texas, Louisiana, and Mississippi.

The average initial payment increased from \$20.35 in August to \$20.52 in September. A smaller proportion of payments to skilled workers is reflected by a decrease in the average daily benefit rate, but an increase in the average number of compensable days accounted for the rise in the average payment. Subsequent payments averaged \$29.14, 61 cents lower than in August, but higher than any other previous month.

Average payments for both initial and subsequent periods of unemployment in September

were more than \$5 higher than in the same month last year. In part, this rise reflects higher average benefit rates arising from greater earnings in 1942, but a more important reason is the fact that the increasing labor shortages have affected laborers relatively more than skilled workers. About two-fifths of the benefit payments were made to laborers in August and September 1942 and only one-ninth of the total in August and September of this year. Conversely, payments to train-and-engine service workers formed more than 40 percent of the total in August and September of this year, compared with about 20 percent a year earlier. The proportion of payments received by office workers increased from 10 percent to 15 percent in the same period, while that of skilled shop and construction workers remained about the same.

Accounts.—During the month 350 benefit accounts were opened for railroad workers and 4 prior-year accounts were exhausted. In the first quarter of this year 1,400 accounts were opened compared with 7,900 in the corresponding period of 1942-43.

OLD-AGE AND SURVIVORS INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE • ANALYSIS DIVISION

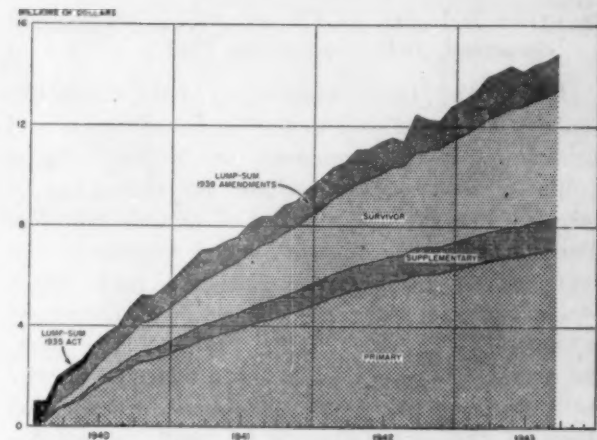
Operations Under the Social Security Act

Monthly Benefits in Force and Payments Certified, September 1943

During September, monthly benefits were awarded to 20,300 individuals, while 5,100 entitlements to monthly benefits were terminated (table 1). As a result, almost 842,000 monthly benefits were in force at the end of the month, an increase of more than 15,000 over the total at the end of August. The monthly amount of benefits in force increased to \$15.3 million by the end of September.

Of the monthly benefits in force, 84 percent were in current payment status; most of the remainder were being withheld because of employment of the beneficiary. About 19 percent of the primary benefits in force were subject to deduction and about 25 percent of the widow's current benefits, as compared with approximately 15 and 16 percent, respectively, at the end of September 1942.

Chart 1.—Amount of monthly benefits and lump-sum payments certified, January 1940–September 1943¹



¹ Prior to January 1940 the only certifications made were for lump-sum payments under the 1935 act. The primary, supplementary, and survivor benefits, begun in 1940, are monthly payments. See table 2 for the type of benefit included in each category.

Table 1.—Monthly benefits in force¹ in each payment status² and actions effected during the month, by type of benefit, September 1943

[Current month's data corrected to Oct. 15, 1943]

Status of benefit and action	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Aug. 31, 1943..	826,591	\$15,058,517	360,279	\$8,355,284	103,052	\$1,271,560	230,380	\$2,823,692	41,094	\$827,700	88,072	\$1,731,681	3,714	\$48,000
Current-payment status..	607,055	12,603,437	292,212	6,812,190	87,280	1,085,009	206,738	2,531,832	40,518	815,299	66,650	1,311,199	3,657	47,908
Deferred-payment status..	3,455	66,186	2,201	47,426	420	5,051	382	4,647	136	3,270	312	5,734	4	49
Conditional-payment status..	126,081	2,388,894	65,866	1,495,668	15,352	181,500	23,260	287,213	440	9,122	21,110	414,748	53	643
Suspended..	106,504	1,972,790	56,847	1,249,542	12,772	146,152	20,255	249,707	277	5,675	16,302	321,094	51	620
Frozen..	19,577	416,104	9,019	246,126	2,580	35,348	3,005	37,506	163	3,447	4,808	93,654	2	23
Actions during September 1943:														
Benefits awarded..	20,326	370,006	6,616	103,450	2,552	33,061	6,782	85,717	1,523	30,893	2,766	55,750	87	1,135
Entitlements terminated ³ ..	5,130	91,892	1,760	42,279	874	11,012	1,429	18,019	136	2,610	905	17,723	17	249
Net adjustments ⁴ ..	56	2,089	5	426	-2	35	32	962	1	33	20	633	0	0
In force as of Sept. 30, 1943..	841,843	15,338,720	365,131	8,476,881	104,728	1,293,644	235,765	2,892,352	42,482	856,016	89,953	1,770,341	3,784	49,486
Current-payment status..	710,085	12,832,123	294,930	6,886,381	88,394	1,100,539	213,543	2,621,582	41,870	842,951	67,620	1,331,879	3,728	48,791
Deferred-payment status..	3,381	65,251	2,103	45,804	382	4,648	435	5,556	143	3,375	316	5,836	2	32
Conditional-payment status..	128,377	2,441,346	68,098	1,544,696	15,952	188,457	21,787	265,214	469	9,690	22,017	432,626	54	663
Suspended..	108,493	2,019,759	59,089	1,298,732	13,340	152,691	18,694	226,583	297	6,000	17,022	335,073	51	620
Frozen..	19,884	421,587	9,009	245,964	2,612	35,766	3,003	38,631	172	3,630	4,995	97,553	3	43

¹ Represents total benefits awarded after adjustment for subsequent changes in number and amount of benefits (see footnote 4) and terminations (see footnote 3), cumulative from January 1940.

² Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount which is less than current month's benefit. Benefit in deferred-payment status is one withheld entirely for a known period. Benefit in conditional-payment status is one withheld entirely for an indefinite

period; if previously in current or deferred-payment status, it is a suspended benefit; otherwise it is a frozen benefit.

³ Benefits are terminated when a beneficiary dies or loses entitlement to benefits for the reasons specified in 1939 amendments, sec. 202.

⁴ Adjustments result from operation of maximum and minimum provisions of 1939 amendments, sec. 203 (a) and (b) and from other administrative actions.

More than \$13.4 million was certified for monthly benefit payments to nearly 719,000 beneficiaries during September (table 2). About \$1.4 million was certified for lump-sum death payments based on the wages of 10,250 deceased workers. The amount of monthly benefits certified has shown an increase in each of the first 9 months of 1943 (charts 1).

Monthly Benefits and Lump-Sum Payments Awarded, July-September 1943

During the third quarter of 1943, monthly benefits were awarded to 63,500 beneficiaries and lump-sum death payments to 39,500 payees (table 3). In both cases, and for each type of monthly benefit, the number of awards was less than for either the first or second quarter of the year. This third-quarter decrease may be a seasonal characteristic, since a decline also occurred in the third quarter of 1942. On the other hand, the number of monthly benefits awarded in the third quarter of 1943 considerably exceeded those in the same quarter of 1942, except for primary, wife's, and parent's; lump-sum death payments also showed a decided increase.

The quarterly data on number of awards shown in chart 2 reveal some interesting differences among the various types of benefits. Primary

Table 2.—Monthly benefits and lump-sum payments certified, by type of payment, September 1943 and cumulative, January-September 1943

Type of payment	September 1943				Total amount certified Jan.-Sept. 1943
	Number of beneficiaries ¹	Amount certified	Percentage distribution		
			Beneficiaries	Amount	
Monthly benefits ²	718,752	\$13,413,514	100.0	100.0	\$113,415,322
Primary.....	209,113	7,114,572	41.6	53.0	60,874,373
Supplementary.....	98,162	1,243,426	13.7	9.3	10,658,556
Wife's.....	89,542	1,142,928	12.8	8.5	9,687,927
Child's.....	8,620	100,498	1.2	.8	970,629
Survivor's.....	321,477	5,055,516	44.7	37.7	41,882,393
Widow's.....	41,866	865,562	3.8	6.5	6,947,306
Widow's current.....	68,991	1,434,659	9.6	10.8	12,287,904
Child's.....	206,887	2,683,389	28.8	20.9	22,195,785
Parent's.....	3,733	51,906	.5	.4	441,395
Lump-sum payments.....	10,250	1,434,272			13,486,468
Under 1939 amendments ³	10,198	1,432,636			13,459,895
Under 1935 act ⁴	52	1,730			26,573

¹ Differs from number in current-payment status, which takes account of changes in status effective after certification.

² Distribution by type estimated.

³ Includes retroactive payments.

⁴ Number of deceased workers on whose wages payments were based.

⁵ Payable with respect to workers who died after December 1939, if no survivor could be entitled to monthly benefits for month in which worker died.

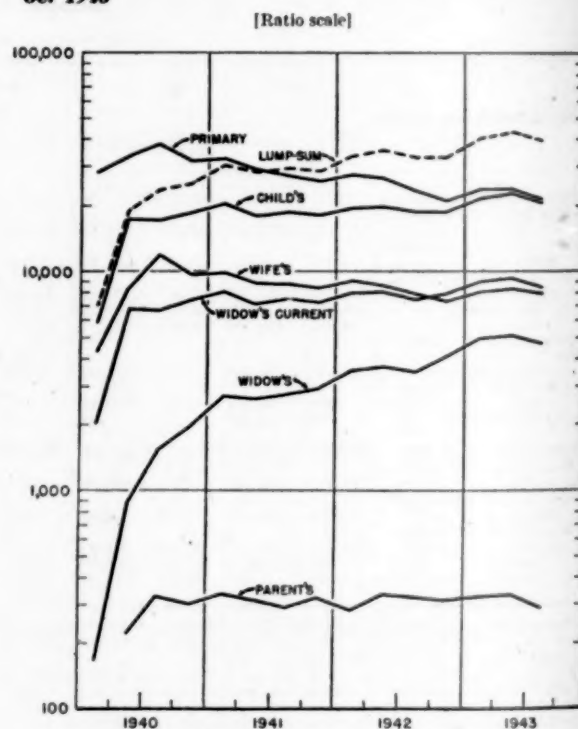
⁶ Payable with respect to workers who died prior to January 1940.

Table 3.—Monthly benefits and lump-sum payments awarded, by quarter of award and by type of benefit, January 1940-September 1943

Year and quarter	Monthly benefits							Lump-sum payments ¹
	Total	Primary	Wife's	Child's	Widow's	Widow's current	Parent's	
1940								
Jan.-Mar.....	40,780	28,211	4,366	8,978	168	2,057	0	7,046
Apr.-June.....	67,824	33,955	8,468	17,408	885	6,885	223	19,074
July-Sept.....	76,113	38,245	11,981	17,220	1,560	6,782	325	28,776
Oct.-Dec.....	70,267	31,924	9,740	18,776	1,987	7,536	304	28,182
1941								
Jan.-Mar.....	74,567	32,802	9,901	20,597	2,703	8,227	337	30,630
Apr.-June.....	66,074	28,879	8,962	18,021	2,617	7,278	317	28,219
July-Sept.....	65,593	27,238	8,808	18,745	2,786	7,632	294	29,616
Oct.-Dec.....	63,032	25,741	8,452	18,256	2,914	7,365	324	28,566
1942								
Jan.-Mar.....	68,181	27,609	9,161	19,506	3,505	8,027	283	33,410
Apr.-June.....	67,679	26,878	8,649	19,991	3,600	8,134	337	35,428
July-Sept.....	62,161	23,826	8,013	18,894	3,475	7,624	329	32,982
Oct.-Dec.....	60,095	21,310	7,426	18,902	4,103	8,037	317	32,221
1943								
Jan.-Mar.....	67,750	23,754	8,112	21,503	4,975	9,078	328	40,325
Apr.-June.....	66,757	23,803	8,372	22,811	5,051	9,387	333	43,108
July-Sept.....	63,501	21,378	7,896	20,764	4,695	8,476	292	36,496

¹ Represents number of payees to whom lump-sum death payments were awarded on basis of wages of workers who died after December 1939.

Chart 2.—Number of monthly benefits and lump-sum payments awarded, by quarter, January 1940-September 1943



and wife's benefits have been declining generally, but at a decreasing rate, while widow's and widow's current benefits have shown the opposite trend. Parent's benefits are the only type which has remained practically unchanged since the middle of 1940, but child's benefits have shown a comparatively slight increase. The number of lump-sum payments awarded under the 1939 amendments has about doubled in the 3-year period.

Estimates of Employers, Workers, and Taxable Wages, Second Quarter, 1943

In April-June 1943, the number of workers in covered employment and the total and average amount of taxable wages paid reached the highest peaks since the inauguration of quarterly tax reporting by employers in 1938. Covered employment was 33 percent above the total for the second quarter of 1940, the period immediately preceding the acceleration of the defense program; the corresponding increase for total taxable wages was 104 percent, and for average taxable wages 53 percent.

Covered employment during April-June 1943 is estimated at 37.7 million, an increase of 3.9 percent from the preceding quarter and 6.5 percent from April-June 1942. The percentage increase from the first to the second quarter was somewhat smaller in 1943 than it was in 1942 when first-quarter employment was adversely affected by conversion to war production.

The estimated total of \$16.5 billion in taxable wages in April-June 1943 is 7.2 percent above the total for the preceding quarter and 26 percent above the figure for April-June 1942. The estimated average taxable wage rose to \$437, as compared with \$423 in the first quarter of 1943 and \$368 in the second quarter of 1942. This continued rise in total and average taxable wages resulted from such factors as longer hours of work, extra pay for overtime, more regular employment, the shifting of workers to relatively high-wage industries and occupations, and, to some extent, increases in wage rates.

The number of employers reporting taxable wages fell to 2,036,000 in April-June 1943, as compared with 2,167,000 in the corresponding quarter of 1942. There has been a continuous decline in number of reporting employers since July-September 1941 when the total was 2,270,000, the

Table 4.—Estimated number of employers and workers and estimated amount of taxable wages included under the old-age and survivors insurance program, by specified period, 1937-43¹

[Corrected to Nov. 1, 1943]

Calendar year and quarter	Employers reporting taxable wages ² (in thousands)	Workers with taxable wages during period ³ (in thousands)	Taxable wages ⁴	
			Total (in millions)	Average per worker
1937.....	(⁵)	32,621	\$29,401	\$901
1938.....	(⁵)	31,632	26,376	834
1939.....	(⁵)	33,667	29,671	881
1940.....	(⁵)	35,279	32,942	934
1941.....	(⁵)	40,805	41,759	1,023
1942.....	(⁵)	44,735	52,592	1,176
1938				
January-March.....	1,811	25,049	6,533	261
April-June.....	1,863	25,258	6,540	259
July-September.....	1,895	26,106	6,525	250
October-December.....	1,920	26,652	6,777	254
1939				
January-March.....	1,920	25,714	7,258	282
April-June.....	1,979	27,116	7,426	274
July-September.....	2,030	27,905	7,430	266
October-December.....	2,064	28,722	7,557	263
1940				
January-March.....	2,048	27,313	8,051	295
April-June.....	2,123	28,357	8,086	285
July-September.....	2,154	29,506	8,216	278
October-December.....	2,168	30,377	8,589	283
1941				
January-March.....	2,149	30,110	9,498	315
April-June.....	2,254	32,301	10,283	318
July-September.....	2,270	33,768	10,828	321
October-December.....	2,235	33,442	11,150	333
1942				
January-March.....	2,176	33,635	12,101	360
April-June.....	2,167	35,442	13,055	368
July-September.....	2,142	37,290	13,748	369
October-December.....	2,073	37,394	13,688	366
1943				
January-March.....	2,050	36,347	15,371	423
April-June.....	2,036	37,749	16,483	437

¹ Data subject to revision. Data in this table differ from those previously published because of revisions based on recent studies of accounts established and delinquent reporting.

² Number corresponds to number of employer returns. A return may relate to more than 1 establishment if employer operates several separate establishments but reports for concern as a whole.

³ Adjusted for duplication arising from recording of wages of some workers under more than 1 account on the basis of multiple accounts discovered through Jan. 15, 1942.

⁴ Unadjusted for nontaxable wages erroneously reported or for wages not counted in determining insurance benefit. All wages over \$3,000 a year paid to a worker by a single employer are not taxable. Beginning with 1940 all wages in excess of \$3,000 a year received by any one worker are excluded in benefit computations.

⁵ Not available.

largest figure for any quarter. This decrease has been accompanied by an almost uninterrupted rise in the average number of employees per employer, a trend which has resulted from expansion of employment, particularly among the larger employers, and the liquidation of many small firms:

	Average number of workers per employer					
	1938	1939	1940	1941	1942	1943
First quarter.....	13.8	13.4	13.3	14.0	15.5	17.7
Second quarter.....	13.6	13.7	13.4	14.3	16.4	18.5
Third quarter.....	13.8	13.7	13.7	14.9	17.4	-----
Fourth quarter.....	13.9	13.9	14.0	15.0	18.0	-----

Operations Under the Railroad Retirement Act*

September was the third consecutive month in which a new high was recorded in the monthly volume of benefit payments certified to the Treasury. A total of \$11.2 million was paid out, of which \$10.4 million represented 162,000 monthly benefits in force at the end of the period.

Employee annuities.—The 1,780 applications for employee annuities received in September maintained the relatively high level first reached in March of this year. Certifications during the month numbered 1,604 and deaths, 764. At the end of September, 46,600 annuities had been terminated by death and 1,218 for other reasons, leaving 134,000 annuitants of the 182,000 certified still on the rolls. The last figure represents an increase of 805 for the month. For the quarter July–September, the number in force increased at the rate of 780 per month, compared with an average monthly increase of 501 for the preceding fiscal year. This change resulted from an increase of 18 percent in the monthly rate of certifications, while the average number of reported deaths showed little change. The average monthly amount payable for the employee annuities in force on September 30 was \$66.20.

Pensions.—Death terminated 217 pensions during the month, reducing the number in force to 23,600. The monthly amount payable averaged \$59.09.

Survivor payments.—As usual, a small number of survivor and death-benefit annuities were certi-

fied—33 and 59, respectively. At the end of the month, 3,490 survivor annuities and 618 death-benefit annuities were in force at the average monthly rates of \$31.87 and \$35.37, respectively.

Lump-sum benefits were certified with respect to the deaths of 1,317 individuals. This figure is slightly under the average for the past quarter, but represents an increase of 6 percent over the average monthly number certified during the fiscal year 1942. The average benefit certified during September was \$362.55, about the same as in the 2 preceding months.

During the past fiscal year, 77 percent of the death benefits certified were paid to designated beneficiaries. In the remaining cases, the worker had designated no beneficiary, and the benefits were paid to survivors whose eligibility was determined by the Board under the authority granted by the amendment to the Railroad Retirement Act approved April 8, 1942 (see the Bulletin for November 1942, p. 74).

It is interesting that the distribution of designated beneficiaries by relationship to the deceased followed a pattern similar to that prescribed by the amendment. Of the designated beneficiaries, 66 percent were wives or husbands, 16 percent children, 7 percent brothers or sisters, 6 percent parents, and 5 percent other persons. Of the nondesignated beneficiaries, wives or husbands composed 60 percent; children, parents, and brothers and sisters, in about equal proportions, 40 percent; and those who paid for the last illness or funeral and other relatives, 0.05 percent.

*Prepared by the Office of Director of Research, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—Railroad retirement: Annuities and pensions in force and net benefit payments certified to the Secretary of the Treasury, by class of benefit, September 1943¹

Period and action	Total		Employee annuities		Pensions to former carrier pensioners		Survivor annuities		Death-benefit annuities ²	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Aug. 31, 1943.....	161,169	\$10,356,298	133,307	\$8,819,275	23,770	\$1,404,363	3,467	\$110,444	625	\$22,216
During September 1943:										
Initial certifications.....	1,606	112,626	1,604	109,508	0	0	33	1,002	59	2,115
Terminations by death (deduct).....	1,057	65,435	764	49,988	217	12,740	8	149	68	2,506
In force as of Sept. 30, 1943.....	161,774	10,403,306	134,112	8,878,517	23,554	1,391,607	3,490	111,234	618	21,836
Total payments (net).....		\$11,226,592		9,219,989		1,382,285		113,235		28,541

¹ For definitions of classes of benefit, see the Bulletin, October 1942, p. 25. Data for initial certifications are for period in which payment was certified, not for period in which it began to accrue. Data for terminations by death are for period in which notice of death was received, not for period in which beneficiary died. In-force data represent certifications less terminations by death; they are adjusted for recertifications, reinstatements, and terminations for reasons other than death (suspension, return to service, recovery from disability, commutation to lump-sum payment). Certifications are reported

on an accounting-month basis ended on approximately the 20th, terminations are reported through the 10th, and total payments are on calendar-month basis. Cents omitted.

² In a few cases, payments are made to more than 1 survivor on account of death of 1 individual; such payments are counted as single items. Terminations include those by death and by expiration of 12-month period for which death-benefit annuities are payable; nearly all terminations are of latter type.

³ Includes \$482,541 for lump-sum death benefits.

New Entrants to the Railroad Industry, 1941*

Of the 2 million workers for whom the Railroad Retirement Board received reports of earnings for 1941, more than 525,000 were new entrants¹ to the industry. This number was more than twice that for 1940 and contrasts with the mere 20-percent rise in the number of all employees. As a proportion of the total, new entrants were 14 percent in 1940 but 26 percent in 1941.

During 1941, labor turn-over increased sharply, as indicated by a factory separation rate which was higher toward the close of the year than at any time since the recession of 1938, and the highest accession rate since 1929. Workers sought employment at more convenient locations, at higher pay rates, and, in many cases, at their highest skills. Not only did more workers enter the labor market but more shifted from one industry to another. The railroad industry, as well as others, felt the effects of these movements.

The industry's need for workers was met by new entrants and reentrants.¹ Only part of the new workers were employed to handle the larger traffic load. Employment figures indicated that roughly 175,000 workers were hired during 1941 to enlarge the railroad staff. Approximately 410,000 were hired to replace individuals who left the industry, if replacements are assumed at a one-to-one ratio. In each year workers leave because of death, retirement, disability, marriage, and other family reasons. In 1941, moreover, at least 30,000 workers are estimated to have withdrawn for military service. The more important reasons for withdrawals, however, were lay-offs due to seasonal and end-of-year factors and more favorable employment opportunities in other industries.

The new entrants were found, for the most part, within the bounds of certain occupations, chiefly laboring, and within certain age limits, mainly the group below 25. If we may judge on the basis of figures for those who withdrew during 1940, these newcomers are among the first to leave. About

50 percent of the withdrawals in 1940, for example, were workers who entered in the same year and another 12 percent were workers who entered in 1939.

Age of New Entrants

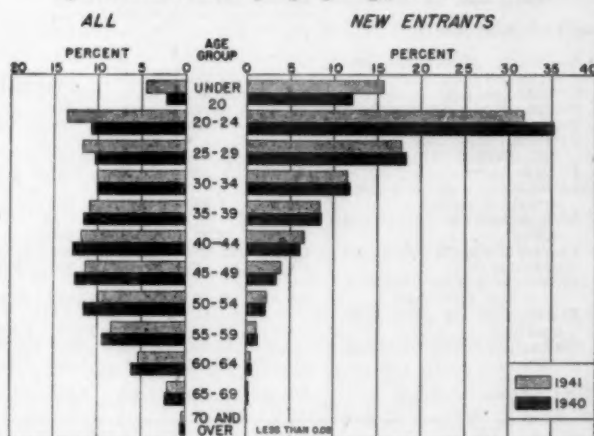
Almost two-thirds of the new entrants in both 1940 and 1941 were under 30 years of age. The degree to which the very young workers were hired in 1941 is shown by the fact that in 1940 only 12.1 percent of all new entrants of known age were under age 20, but in the next year, 16.7 percent were in this category (chart 1). Because of the draining off of draft-age men, a smaller percentage of individuals 20-30 years of age appeared in the 1941 distribution (table 1). In the ages 20-24, the number of new workers nearly doubled from 1940 to 1941, but, as a proportion of all new entrants, they declined from 35 percent in 1940 to 32 percent in the following year. A less marked decrease occurred among workers in the 25-29 year group.

In the railroad industry, where a relatively large proportion of workers may be found in the older ages, almost any increase in the number of new workers has the effect of reducing the median age of all employees. The median was 42.1 years in 1940, but it fell to 39.7 in 1941.

Occupational Characteristics

Like most other industries, particularly those based on promotion from within, the railroad industry inducts its new workers, mainly youths,

Chart 1.—Percentage distribution of all employees and of new entrants by age group, 1941 and 1940



*Prepared by Irving Ladimer, Railroad Retirement Board.

¹"New entrants" are those workers for whom the Board had no wage record prior to the year under discussion. This group may include some workers who had worked in the industry prior to 1937, when the Board started its record-keeping system, but it has not been possible to separate the data for this group. "Reentrants" include those workers who were employed in the year under discussion and in a prior year other than the one immediately preceding. The "continuously attached" employees are those for whom service and compensation were recorded in at least the year under discussion and the preceding year.

Table 1.—Number of railroad employees and of new entrants to the industry, 1941 and 1940, and number of continuously attached employees in 1941, by age

Age group	All employees ¹		New entrants		Continuously attached employees, 1941
	1941	1940	1941	1940	
Total.....	2,005,009	1,670,947	525,224	239,259	1,404,195
Under 20.....	91,304	35,828	81,590	28,575	8,735
20-24.....	268,519	178,220	164,917	83,439	92,061
25-29.....	233,293	170,928	91,999	43,460	124,971
30-34.....	200,293	166,021	60,402	28,047	128,046
35-39.....	217,112	190,677	44,046	30,310	163,102
40-44.....	234,983	215,000	34,418	14,327	191,735
45-49.....	227,295	208,386	20,759	8,164	200,369
50-54.....	197,164	192,988	12,200	5,120	181,065
55-59.....	167,637	155,401	6,307	2,954	158,716
60-64.....	106,530	101,785	2,624	1,376	102,550
65-69.....	42,395	38,502	805	436	40,993
70 and over.....	8,218	8,130	182	138	7,906
Unknown.....	10,466	9,081	4,975	2,913	4,047
Median age.....	39.7	42.1	25.7	25.7	44.8

¹ On the pay roll at any time during the year.

² Includes 38,660 reentrants.

³ Includes 41,353 reentrants.

into occupations calling for little experience and skill. In 1941, more than two-thirds of the 454,000 newcomers on class I railroads, for which data are available, were unskilled laborers on the road, in the shops, or at the stations and terminals (table 2). Those who entered as extra-gang men numbered 112,000, nearly one-fourth of all the 1941 recruits and nearly two-thirds of all such laborers. The ratio of new entrants to the total in that occupation descended progressively as the age of the workers increased. Of

all extra-gang men under age 20, 94 percent were new entrants; in the ages 30-39, 56 percent; and of those aged 60 and over, 32 percent. In general, this progression also applied to station and platform laborers and unskilled maintenance workers.

New entrants constituted 22 percent of all helpers and apprentices who appeared on railroad pay rolls in 1941. Here again, the new entrants were, on the whole, younger than the other employees. About 20 percent were under 20 and 75 percent under 30 years of age. For all helpers and apprentices, these age groups comprised 6 and 39 percent, respectively.

Very few new workers were taken into the engineer and conductor group. Qualifying experience for these occupations is usually obtained in the railroad industry as firemen, brakemen, and switchmen. Of the 92,400 men employed in 1941 in the engineer and conductor group, only 600 had not had previously reported earnings. It is likely that some in the older ages were not actually new to the industry but were, in reality, men who last worked prior to 1937, when the Board started its record-keeping system. In this occupational group, new entrants were concentrated in the age group 20-29, which constituted almost half. Among all employees in the group, whose distribution is weighted heavily by the continuing employees, the greatest number, 42,600, were 50-59 years old.

Table 2.—Distribution of all employees and of new entrants by occupational and age group, 1941 ¹

Occupational group	Total		Under 20		20-29		30-39		40-49		50-59		60 and over	
	All employees	New entrants	All employees	New entrants	All employees	New entrants	All employees	New entrants	All employees	New entrants	All employees	New entrants	All employees	New entrants
Total.....	2,005,009	525,224	91,304	81,590	501,722	256,916	417,405	104,448	462,258	55,177	364,801	18,507	157,053	3,611
Class I railroads, total.....	1,721,577	453,524	79,685	71,631	424,530	222,094	350,487	88,713	396,967	48,071	322,939	15,963	138,116	2,946
Executive, professional, and supervisory.....	80,104	2,218	197	187	3,861	1,108	11,263	482	24,739	269	26,867	119	13,094	43
Clerical.....	136,957	17,405	5,764	4,910	26,111	8,199	34,919	2,853	40,148	1,112	21,407	272	8,518	24
Station agents and telegraphers.....	49,116	2,774	600	464	3,790	814	6,428	476	14,111	681	16,778	314	7,344	10
Engineers and conductors.....	92,412	599	30	30	829	266	2,846	61	18,944	116	42,631	81	27,056	35
Firemen, brakemen, switchmen, and hostlers.....	220,252	38,054	2,266	2,048	54,173	27,383	35,488	5,534	67,349	2,305	48,291	519	11,717	34
Gang foremen.....	45,884	529	37	32	1,631	192	8,446	157	13,811	102	15,171	32	6,764	5
Maintenance of way and structures, skilled.....	36,425	4,074	261	217	5,251	1,544	9,947	1,347	10,263	764	7,545	167	3,083	20
Maintenance of equipment, skilled.....	161,937	8,358	144	105	7,813	1,187	30,252	2,226	54,230	3,114	49,772	1,636	19,676	120
Helpers and apprentices.....	127,599	28,402	7,110	5,834	42,483	15,571	28,627	4,950	23,765	1,581	18,036	342	7,282	66
Extra-gang men.....	174,504	111,593	15,891	14,885	73,242	51,230	39,980	22,410	29,139	15,956	11,928	5,279	2,520	813
Maintenance-of-way laborers, other than extra gang.....	243,479	93,650	14,420	12,912	83,677	44,831	67,023	20,645	43,288	10,177	23,668	3,118	8,785	709
Maintenance of equipment, unskilled.....	120,812	55,023	13,471	12,721	48,906	30,059	24,198	9,081	15,770	2,434	11,888	485	6,187	167
Station and platform laborers.....	115,257	54,346	10,503	9,477	42,807	25,400	26,158	11,518	18,207	5,196	11,163	1,620	5,159	346
Other.....	116,699	36,499	8,961	7,809	29,956	14,340	24,912	6,973	23,223	4,264	17,764	2,009	10,931	533
Other than class I railroads.....	283,432	71,700	11,619	9,959	77,192	34,822	66,918	15,735	65,271	7,106	41,862	2,544	18,937	665

¹ The distribution by age of all employees excludes 10,466 of unknown age; that for new entrants, 4,975 of unknown age.

Among the firemen and brakemen, new entrants formed a more significant group; 17 percent in these occupations were new to the industry. Here again the majority of the new workers were young. Although only 5 percent were under 20 years, 77 percent were under age 30. For all firemen and brakemen, these proportions were 1 and 26 percent, respectively.

There were relatively few new workers among the skilled workers on the road and particularly in the shops and roundhouses. Only 1 in 9 of the skilled maintenance-of-way employees, and 1 in 20 of the skilled maintenance-of-equipment workers did not have earnings reported in earlier years. To the extent that turn-over occurred among the skilled occupations—and it was noticeable among the skilled maintenance-of-equipment employees—it occurred in the higher age brackets. New entrants therefore must have transferred from skilled shop employment in noncovered industry.

Possibly a more significant analysis with respect to occupation and age is the comparison of new entrants with the continuing employees rather than with all employees, since in certain categories the new entrants exercise a strong influence on the age composition of all employees. As pointed out previously, the majority of new entrants were under 30 in all important occupational groups except skilled shop and construction (chart 2). More than half of the continuously attached employees, on the other hand, were found in the ages 40–59 (table 1).

Reentrants numbered 56,700, or 2.9 percent of all employees in 1941. The greatest proportionate return, 7.5 percent, occurred among extra-gang laborers, followed by other maintenance-of-way laborers with 2.9 percent. The engineers and conductors had the smallest pro-

portion—0.2 percent. The influence of these reentrants upon the age distribution is negligible. It is of interest to note that the occupational groups which claimed the largest proportion of new entrants also had the most reentrants.

Service Months

Employment of railroad employees is reported to the Board in terms of service months, which include all months in which the workers performed some compensated work, however little, for a covered employer. The number of service months recorded takes no account of the amount of time lost during any month, so long as the entire month was not lost. It is necessary to bear this fact in mind when considering service records, especially for new entrants. In certain groups, such as unskilled maintenance-of-way workers and station-and-platform laborers, there is much seasonal and intermittent work. The amount of time lost by new entrants is far greater than that lost by employees with consecutive years of service, because their low seniority position offers less opportunity for regular employment. For new entrants who begin service during the latter part of a month, this time loss cuts deep into their working time, since many of them remain in the industry for only a few months.

For the 2 million employees active in 1941, 17.5 million service months were recorded during the year, an average of 8.7 service months per employee. Continuously attached employees approached full employment—10.8 months—while new entrants averaged only 3.6 service months during the year (table 3). The average for new entrants is low because they enter service at various times during the year and do not have the opportunity for a full year's employment and because the occupations which they enter in largest numbers are subject to the greatest irregularity of employment.

Although the average number of service months of workers with consecutive years of service was nearly the same in 1941 as in the preceding year, that for new entrants increased from 2.8 to 3.6. The greatest increase occurred among firemen, brakemen, switchmen, and hostlers, in which the average rose from 3.8 in 1940 to 5.4 in 1941. The rise in the average service months of the laboring groups was smaller, ranging from two-tenths to seven-tenths of a month.

Chart 2.—Percentage distribution of new entrants and of continuously attached employees in selected occupational groups, by age group, 1941

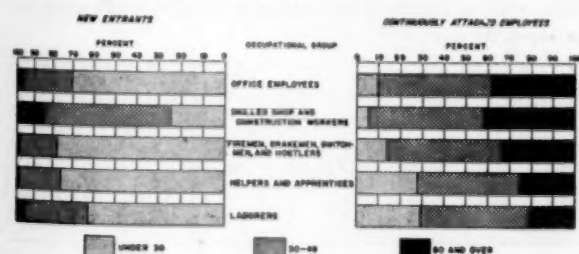


Table 3.—Average number of service months of new entrants and of continuously attached employees, by occupational group, 1941 and 1940

Occupational group	New entrants		Continuously attached employees	
	1941	1940	1941	1940
Total	3.6	2.8	10.8	10.7
Class I railroads, total	3.7	2.8	10.8	10.7
Executive, professional, and supervisory	4.7	5.0	11.7	11.7
Clerical	5.0	4.2	11.5	11.6
Station agents and telegraphers	5.4	4.7	11.6	11.5
Engineers and conductors	4.7	3.7	11.6	11.5
Firemen, brakemen, switchmen, and hostlers	5.4	3.8	11.3	11.0
Gang foremen	4.8	3.4	11.6	11.6
Maintenance of way and structures, skilled	4.4	3.8	11.1	11.1
Maintenance of equipment, skilled	5.2	4.1	11.6	11.3
Helpers and apprentices	5.8	4.6	11.0	10.9
Extra-gang men	2.8	2.3	7.1	6.8
Maintenance-of-way laborers, other than extra gang	3.0	2.3	9.4	9.4
Maintenance of equipment, unskilled	4.2	4.0	10.4	10.7
Station and platform laborers	3.2	2.6	9.5	9.9
Other	3.5	3.2	10.2	10.0
Other than class I railroads	3.3	2.8	10.5	10.5

As a group, new entrants were credited with almost 13 percent as many service months as continuously attached employees. Where experience and leadership are factors important to the job, as for engineers, conductors, and gang foremen, new entrants accounted for less than 1 percent as many service months. The contribution of the new entrants was important only among the unskilled occupations.

Extra-gang laborers were the only occupational group in which the total service months of new entrants approached the total for the continuing employees. The number of service months for new entrants was almost 90 percent that for the group with prior credits, but the number of new entrants was more than twice as large. This disparity is reflected in the fact that beginners averaged 2.8 months of service—the lowest in the industry—while extra-gang men with consecutive years of service averaged 7.1 months.

Although one in four railroad employees in 1941,

on the average, was new to the industry, the significance of this high and increasing proportion must be tempered with the realization that the dynamic section of the railroad population was relatively narrow and circumscribed. In terms of proportions of months of service, this new entrant quarter of the railroad population performed not more than one-tenth of the work.

Compensation

Because average annual compensation derived from railroad employment alone cannot properly reflect earnings of individuals who, for the most part, could not count on a full year's employment in the industry either because they entered late or were in jobs subject to much fluctuation, figures representing compensation per service month were computed. These data by age and occupational groups, determined by dividing the number of service months into annual compensation, are not entirely reliable either, because of the nature of the Board's records on service. As previously pointed out, a month of service is credited for one or more days of work in that month. The comparison, moreover, was limited to the five occupational groups in which new entrants formed at least 20 percent of all employees in 1941. Age comparisons were not made for the older ages because there were too few cases, but the ratios for all ages include these cases. New entrants are contrasted with continuing employees in table 4.

The average compensation per month of service for all continuing employees of all ages was slightly more than \$150 and for new entrants close to \$65. While these figures must be treated with caution because they are resultants of distributions of widely differing types of workers, they do, nevertheless, indicate that railroad income per month of service for new employees was, on the average, less than half that for the steadier workers. In no instance did such compensation for new en-

Table 4.—Ratio (percent) of average monthly wages of new entrants to those of continuously attached employees for selected occupational groups, by age, 1941

Occupational group	All ages	Under 20	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59
Helpers and apprentices	75.2	97.8	90.7	81.5	77.5	72.1	70.5	68.4	66.2	70.7
Extra-gang men	66.0	88.6	75.0	69.9	65.7	65.1	62.6	62.9	61.0	56.5
Maintenance-of-way laborers, other than extra gang	60.4	96.9	80.5	70.3	63.3	60.2	56.9	52.9	49.1	43.1
Maintenance of equipment, unskilled	73.6	91.7	87.9	80.2	76.1	68.7	70.4	67.2	60.0	58.7
Station and platform laborers	51.1	88.6	71.7	59.4	54.3	51.6	45.4	33.6	31.2	31.3

entrants in the occupation and age groups selected for study exceed that of the continuing employees and, in most cases, their return was approximately two-thirds that for the continuing employees. The highest ratios, on the whole, occurred in the youngest age group, as expected, because the continuing employees at these ages could have the advantage of only 2 or 3 years' experience at most. Highest ratios for new entrants were found among the unskilled maintenance-of-equipment workers and helpers and apprentices. Average monthly compensation of the continuing employees was \$101 and \$128.72 in the maintenance and helper-apprentice groups, respectively, compared with \$74 and \$96 for the new entrants.

It does not follow, on the basis of the low ratios throughout, that the new worker receives a lower hourly, daily, or weekly rate. The ratios indicate that his opportunities for continuous employment within the month are fewer and that his chances

for obtaining extra allowances and differentials are not so great. The heterogeneity of some of the occupational groups must also be considered. The low ratios may reflect the fact that the new workers generally get the lower paying jobs within the occupational groups rather than that they are paid less for similar work on identical jobs. For instance, in combinations such as helper and apprentice and station and platform laborers, the contrast between the wages of the continuing employees and new entrants may approximate the wage differences between crew leaders and laborers. That the wages of new men and regular employees tend to approach each other when work opportunities are about equal is demonstrated with respect to the skilled maintenance-of-equipment group (not shown in table); in this group, the ratios for the middle age groups, which comprised the majority of both continuing employees and new entrants, were uniformly high.

SOCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS

Social Security and Other Income Payments to Individuals

Income payments to individuals in September amounted to \$12.1 billion, an increase of 0.1 percent over August payments and 21.0 percent above levels of a year ago (table 1).

Compensation of employees, which amounted to \$8.7 billion, accounted for 72 percent of all income payments as compared with 64 percent in September 1940. The increase since the inauguration of the defense program in 1940 has been concentrated in wages paid in Government service (including payments to the armed forces), in agriculture, and in certain industries covered by the old-age and survivors insurance program, notably manufacturing and construction. Military allowances, which are included in compensation of employees as a supplement to wages paid members of the armed forces, have, of course, increased considerably since 1941 but are a relatively minor proportion of total wages.

Entrepreneurial income decreased 4.1 percent

from the August level but was \$308 million above September 1942 payments. Dividends and interest payments of \$859 million were 12 percent above such payments a year earlier.

Direct relief payments of \$77 million maintained the level of the past 6 months.

Social insurance and related payments have varied only slightly this year and in September were \$141 million. Increases in retirement and workmen's compensation payments have offset decreases in unemployment compensation payments during 1943.

Estimated Pay Rolls in Covered Employment, Second Quarter, 1943

Total wages and salaries in the second quarter of 1943 amounted to \$25.2 billion, an increase of 33 percent over the total for the second quarter of 1942 (table 2). While the increase in pay rolls covered by the old-age and survivors insurance

Table 1.—Income payments to individuals, by specified period, 1936-43¹

[In millions; data corrected to Nov. 5, 1943]

Calendar year and month	Total	Compensation of employees ²	Entrepreneurial income, net rents, and royalties	Dividends and interest	Public aid		Social insurance and related payments ³	Veterans' bonus
					Work relief ⁴	Direct relief ⁵		
1936.....	\$68,024	\$40,027	\$13,003	\$9,785	\$2,155	\$672	\$955	\$1,427
1937.....	72,365	44,689	14,162	9,891	1,639	836	1,020	128
1938.....	66,135	40,845	12,369	8,233	2,094	1,008	1,529	57
1939.....	70,829	43,906	13,441	8,891	1,870	1,071	1,616	34
1940.....	76,472	48,309	14,484	9,175	1,577	1,098	1,801	26
1941.....	92,229	60,356	18,139	9,653	1,213	1,112	1,737	19
1942.....	115,479	79,522	23,145	9,331	586	1,061	1,823	11
1942								
September.....	9,981	6,968	1,982	769	30	85	146	1
October.....	10,237	7,185	2,025	772	26	85	143	1
November.....	10,591	7,443	2,125	778	24	84	136	1
December.....	10,830	7,631	2,170	784	23	84	137	1
1943								
January.....	11,002	7,818	2,151	791	19	83	139	1
February.....	11,227	7,962	2,231	799	15	81	139	(⁶)
March.....	11,441	8,064	2,340	806	11	78	141	1
April.....	11,605	8,206	2,364	813	7	77	138	(⁶)
May.....	11,680	8,294	2,348	820	4	76	138	(⁶)
June.....	11,826	8,437	2,341	828	2	77	140	1
July.....	11,930	8,540	2,334	837	0	78	140	1
August.....	12,066	8,613	2,388	847	0	77	140	1
September.....	12,077	8,709	2,290	859	0	77	141	1

¹ Compensation of employees; entrepreneurial income, net rents, and royalties; and dividends and interest adjusted for seasonal variation.

² Wage and salary payments minus deductions for employee contributions to social insurance and related programs. Includes industrial pensions, payments to the armed forces, and Government portion of payments to dependents of members of the armed forces.

³ Earnings of persons employed by NYA, WPA, and CCC. Excludes earnings of persons employed on other Federal agency projects financed from emergency funds; such earnings are included in compensation of employees.

⁴ Payments to recipients under 3 special public assistance programs and general assistance, value of food stamps issued by Food Distribution Adminis-

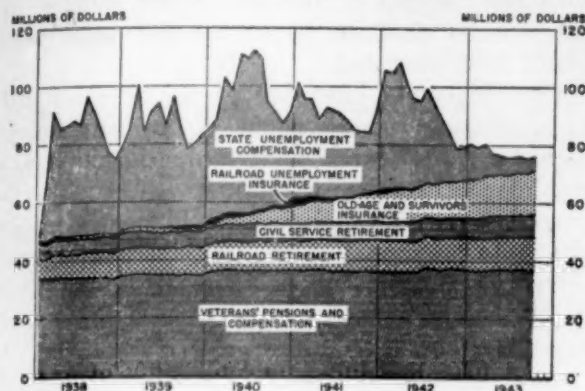
tration under food stamp plan, and subsistence payments certified by Farm Security Administration.

⁵ Payments under programs of old-age and survivors insurance, railroad retirement, Federal, State, and local retirement, veterans' pensions, workmen's compensation, State unemployment compensation, and railroad unemployment insurance.

⁶ Less than \$500,000.

Source: U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce.

Chart 1.—Payments under selected social insurance and related programs, January 1938–September 1943



program accounted for 58 percent of the total increase of \$6.2 billion, Government pay rolls (including pay to the armed forces) and wages paid in agriculture increased more rapidly than wages in covered employment—70 and 29 percent, respectively, compared with 26 percent.

Pay rolls covered by the two retirement programs amounted to \$18.3 billion, 72.5 percent of all wages and salaries in the second quarter. However, inasmuch as total pay rolls increased more rapidly than did wages paid in covered employment, this proportion was below that for the second quarter of 1942, when 76.6 percent of all wages were paid in employment covered by these retirement systems.

Pay rolls in employment covered by unemployment insurance programs amounted to \$17.1 billion or 68 percent of all wages and salaries; in the second quarter of 1942 the percentage of coverage was 72.4 percent. The decrease resulted from the fact that, while total wages and salaries increased 32.6 percent, wages paid in employment covered by the State unemployment compensation program increased only 25.4 percent and in railroad employment only 12 percent.

Social Insurance and Related Payments

Payments made under the selected social insurance and related programs shown in table 3 increased slightly from August to September, but the total of \$76.1 million was still substantially below the level of a year ago. These payments accounted for 54 percent of all social insurance and related payments as estimated by the Department of Commerce.

Monthly retirement and disability payments

under the four programs registered only slight gains in September. Under each of the four programs the increase amounted to less than 1.5

Table 2.—Estimated pay rolls in employment covered by selected social insurance and retirement programs in relation to all wages and salaries, by specified period, 1937–43

Period	All wages and salaries ¹	Pay rolls covered by retirement programs ²		Pay rolls covered by unemployment insurance programs ³	
		Old-age and survivors insurance ⁴	Railroad retirement ⁵	State unemployment compensation ⁶	Railroad unemployment insurance ⁶
Amount (in millions)					
Calendar year:					
1937	\$45,053	\$32,532	\$2,265	(7)	\$2,265
1938	41,247	28,635	2,010	\$26,200	2,010
1939	44,313	31,488	2,149	29,069	2,149
1940	48,771	35,652	2,272	32,450	2,272
1941	60,957	45,456	2,685	42,146	2,685
1942	80,293	57,838	3,337	54,713	3,337
1942					
Jan.-Mar.	16,912	12,336	762	11,604	762
Apr.-June	18,993	13,726	816	12,932	816
July-Sept.	20,803	15,007	864	14,250	864
Oct.-Dec.	23,585	16,769	895	15,927	895
1943					
Jan.-Mar.	23,053	15,676	892	14,807	892
Apr.-June	25,182	17,338	913	16,218	913
Percent of all wages and salaries					
Calendar year:					
1937	100.0	72.2	5.0	(7)	5.0
1938	100.0	69.4	4.9	63.5	4.9
1939	100.0	71.1	4.8	65.6	4.8
1940	100.0	73.1	4.7	66.5	4.7
1941	100.0	74.6	4.4	69.1	4.4
1942	100.0	72.0	4.2	68.1	4.2
1942					
Jan.-Mar.	100.0	72.9	4.5	68.6	4.5
Apr.-June	100.0	72.3	4.3	68.1	4.3
July-Sept.	100.0	72.1	4.2	68.5	4.2
Oct.-Dec.	100.0	71.1	3.8	67.5	3.8
1943					
Jan.-Mar.	100.0	68.0	3.9	64.2	3.9
Apr.-June	100.0	68.9	3.6	64.4	3.6

¹ Data from Bureau of Foreign and Domestic Commerce. Quarterly data have been adjusted to correct for distribution of bonus payments. Represents estimated wages and salaries paid in cash and in kind in continental United States and, in addition, Army and Navy pay rolls in all other areas. Includes employee contributions to social insurance and retirement programs. Because estimates of all wages and salaries are built up by industry groups, amount in covered and noncovered employment cannot be determined precisely. While the estimated amount in covered employment included within this total differs from pay rolls in covered employment as given in this table, the difference is so small that it does not invalidate relationship of covered pay rolls to total. Commerce estimates relate to calendar quarters; estimates for pay rolls covered by old-age and survivors insurance, railroad retirement, and unemployment compensation relate to pay periods ended in calendar quarters.

² Includes data for Alaska and Hawaii. Pay roll in these 2 Territories covered by State unemployment compensation programs has ranged from \$18 million to \$72 million per quarter.

³ Represents taxable wages plus estimated nontaxable wages in excess of \$3,000 earned in employment covered by program. Series revised.

⁴ Represents taxable wages plus nontaxable wages in excess of \$300 per month.

⁵ Represents taxable wages plus nontaxable wages earned in employment covered by program; excludes earnings of railroad workers covered by State laws through June 1939. Data for 1942 and 1943 estimated.

⁶ Estimated for 1937–June 1939 when railroad workers were covered by State unemployment compensation laws.

⁷ Not available.

percent; compared with payments of a year ago, the increases ranged from less than 1 percent under the Veterans Administration program to 17 percent under the Social Security Act.

Monthly payments to survivors under the Social Security Act and under the Veterans Administration program were above August levels, while survivor payments under the Railroad Retirement Act declined. Payments under all three programs were higher than in September 1942. The increase in survivor payments under the Veterans Administration program reflects a shift in composition of the survivor group. There has been a 6.9-percent decrease in the number of child beneficiaries while the size of the widow and parent groups of beneficiaries have increased 1.1

and 4.2 percent, respectively. Inasmuch as the shift has resulted in increases in the number of beneficiaries receiving larger benefits, total payments have increased.

Unemployment insurance payments continued to decline and were about 80 percent below September 1942 levels under both the State unemployment compensation and railroad unemployment insurance programs. Payments under the State programs, which last September represented 25 percent of all payments in table 3, this September accounted for less than 6 percent of total payments.

Approximately 1.9 million individuals received monthly retirement, disability, or survivor payments of \$67.2 million in September. Lump-sum

Table 3.—Payments under selected social insurance and related programs, by specified period, 1936-43¹

[In thousands; data corrected to Nov. 2, 1943]

Calendar year and month	Total	Retirement, disability, and survivor payments										Re-funds under Civil Service Commission to employ-ees leaving service ¹	Unemployment insurance payments				
		Total	Monthly retirement and disability payments ²				Survivor payments						Total	State unemployment compensation laws ¹¹	Rail-road Unemployment Insurance Act ¹²		
			Social Security Act ³	Rail-road Retirement Act ⁴	Civil Service Commission ⁵	Veterans Administration ⁶	Monthly			Lump-sum							
							Social Security Act ⁷	Rail-road Retirement Act ⁴	Veterans Administration ⁶	Social Security Act ³	Rail-road Retirement Act ⁴					Civil Service Commission ⁵	Veterans Administration ⁶
1936.....	\$461,700	\$458,765		\$683	\$51,630	\$299,001		\$2	\$99,992			\$4,062	\$3,395	\$2,864	\$131	\$131	
1937.....	505,143	499,532		40,001	53,694	299,660		444	96,370	\$1,278		4,401	3,684	3,479	2,132	2,132	
1938.....	972,926	575,814		96,766	56,118	301,277		1,383	101,492	10,478	\$291	4,604	3,405	3,326	393,786	393,786	
1939.....	1,046,006	608,095		107,282	58,331	307,512		1,451	109,192	13,896	1,926	4,952	3,553	2,846	435,065	429,298	
1940.....	1,191,908	654,042	\$21,075	111,166	62,019	317,851	\$7,784	1,448	105,696	11,736	2,497	5,810	3,960	3,277	534,589	518,700	
1941.....	1,090,102	726,631	55,141	119,913	64,933	320,561	25,454	1,559	111,799	13,328	3,421	6,170	4,352	4,615	358,856	344,321	
1942.....	1,137,074	780,364	80,394	122,806	68,115	325,265	41,702	1,603	111,193	15,034	4,114	6,108	4,120	6,357	350,353	344,084	
1942																	
September.....	89,644	66,507	7,141	10,257	5,772	27,362	3,805	137	9,248	1,529	269	612	345	536	22,601	22,395	
October.....	84,457	66,813	7,175	10,308	5,802	27,517	3,863	134	9,486	1,239	349	609	331	558	17,086	16,896	
November.....	78,801	66,425	7,191	10,326	5,820	27,350	3,921	135	9,372	1,194	344	553	309	645	11,731	11,574	
December.....	79,567	67,353	7,338	10,402	5,858	27,493	4,082	137	9,432	1,362	413	489	327	521	11,713	11,558	
1943																	
January.....	80,392	67,307	7,464	10,302	5,913	27,310	4,171	135	9,423	1,395	313	538	343	701	12,384	12,182	
February.....	79,208	67,762	7,623	10,364	5,941	27,293	4,308	138	9,332	1,453	421	547	342	408	11,038	10,878	
March.....	80,532	68,776	7,751	10,386	5,968	27,416	4,492	140	9,445	1,672	414	627	435	870	10,886	10,744	
April.....	77,138	68,882	7,871	10,106	5,985	27,410	4,615	128	9,530	1,635	517	668	417	781	7,475	7,399	
May.....	76,515	69,171	7,976	10,114	6,022	27,449	4,735	128	9,549	1,665	565	601	367	907	6,437	6,383	
June.....	75,815	69,253	8,004	10,432	6,067	27,456	4,770	143	9,480	1,598	513	629	361	571	5,991	5,950	
July.....	76,099	69,687	8,193	10,477	6,087	27,520	4,824	143	9,309	1,418	517	578	351	817	5,595	5,564	
August.....	75,591	69,471	8,262	10,565	6,095	27,507	4,912	148	9,427	1,416	470	565	304	886	5,234	5,191	
September.....	76,128	70,107	8,358	10,602	6,180	27,508	5,056	142	9,478	1,434	483	644	332	1,544	4,477	4,433	

¹ Data represent payments to individuals and exclude cost of administration. Payments under Social Security and Railroad Retirement Acts (including retroactive payments) and payments under Railroad Unemployment Insurance Act are amounts certified; payments under Civil Service Commission and Veterans Administration are disbursements minus cancellations; State unemployment insurance payments are checks issued by State agencies.

² Old-age retirement benefits under all acts, disability retirement benefits under Railroad Retirement and Civil Service Retirement Acts, and disability payments to veterans.

³ Represents primary and wife's benefits and benefits to children of primary beneficiaries. Partly estimated.

⁴ Amounts certified, minus cancellations. Monthly payments to survivors include annuities to widows under joint and survivor elections and 12-month death-benefit annuities to widows and next of kin.

⁵ Represents principally payments from civil-service retirement and disability fund but includes also payments from Canal Zone retirement and disability fund and Alaska Railroad retirement and disability fund adminis-

tered by Civil Service Commission. Monthly retirement payments include accrued annuities to date of death paid to survivors. Data for calendar year 1936-39 estimated on basis of fiscal-year data.

⁶ Veterans' pensions and compensation payments.

⁷ Represents widow's, widow's current, parent's, and child's benefits. Partly estimated.

⁸ Payments to widows, parents, and children of deceased veterans.

⁹ Represents survivor payments with respect to deaths of covered workers under both the 1935 and 1939 acts, and, for the period January 1937-August 1939, payments to covered workers at age 65 totaling \$9.9 million, which are not survivor payments.

¹⁰ Payments for burial of deceased veterans.

¹¹ Annual figures adjusted for voided benefit checks; monthly figures unadjusted.

¹² 1942 annual figures adjusted for underpayments and recoveries of overpayments; monthly figures unadjusted.

¹³ Preliminary estimate.

payments amounting to \$2.9 million were distributed among 16,000 beneficiaries. A total of \$4.5

million was received by 75,000 individuals under the State unemployment insurance programs.

Table 4.—Individuals receiving payments under selected social insurance and related programs, by month, September 1942–September 1943

[In thousands; data corrected to Nov. 2, 1943]

Year and month	Retirement, disability, and survivor beneficiaries											Separated employees receiving refunds under Civil Service Commission ⁹	Unemployment insurance beneficiaries	
	Monthly retirement and disability beneficiaries				Survivor beneficiaries								State unemployment compensation laws ¹⁰	Railroad Unemployment Insurance Act ¹¹
					Monthly			Lump-sum ⁸						
	Social Security Act ¹	Railroad Retirement Act ²	Civil Service Commission ³	Veterans Administration ⁴	Social Security Act ⁵	Railroad Retirement Act ⁶	Veterans Administration ⁷	Social Security Act	Railroad Retirement Act	Civil Service Commission	Veterans Administration			
1942														
September.....	341.2	154.3	71.4	623.1	236.1	3.8	315.5	10.8	1.1	0.7	3.5	6.3	422.7	4.3
October.....	345.4	154.5	71.7	623.6	242.5	3.8	315.8	8.8	1.0	.7	3.4	7.7	310.4	3.9
November.....	346.6	154.7	72.2	624.0	247.8	3.8	316.1	7.9	1.0	.7	3.2	8.9	221.5	3.3
December.....	351.8	154.9	72.7	624.1	255.1	3.8	315.9	9.7	1.2	.6	3.3	7.3	192.6	3.3
1943														
January.....	358.4	154.9	72.8	622.8	262.3	3.8	311.5	4.8	1.0	.7	3.7	10.0	226.8	4.0
February.....	364.6	155.4	73.4	622.0	269.7	3.9	311.2	10.2	1.3	.7	3.7	9.3	208.6	3.5
March.....	369.9	155.4	73.7	621.0	279.2	3.9	311.9	11.9	1.2	.8	4.4	14.8	181.5	2.6
April.....	375.1	155.6	74.0	620.8	285.2	3.9	312.2	11.8	1.4	1.0	4.1	13.1	131.2	1.9
May.....	380.6	155.6	74.4	621.9	297.2	3.9	313.4	11.9	1.6	.9	3.8	13.0	119.5	1.0
June.....	383.9	156.0	74.8	623.0	302.9	4.0	314.5	10.0	1.4	.9	3.8	12.2	100.3	.7
July.....	390.7	156.3	74.7	624.8	307.0	4.0	313.1	10.2	1.4	.9	3.7	20.9	90.6	.5
August.....	393.9	157.1	75.1	627.0	312.4	4.1	313.9	10.2	1.3	.8	3.2	22.3	85.8	.7
September.....	397.3	157.7	75.5	629.1	321.5	4.1	315.6	10.2	1.3	1.0	3.5	27.5	74.5	.7

¹ Primary beneficiaries and their wives and children, for whom benefits were certified.

² Annuitants and pensioners on roll as of 20th of month; includes disability annuitants.

³ See table 3, footnote 5. Includes persons receiving survivor benefits under joint and survivor elections. Figures not adjusted for suspension of annuities of persons reemployed under National Defense Acts of June 25, 1940, and Jan. 24, 1942.

⁴ Veterans receiving pensions and compensation.

⁵ Widows, parents, and children for whom benefits were certified.

⁶ Widows receiving survivor benefits under joint and survivor elections and next of kin receiving death-benefit annuities for 12 months; number on roll as of 20th of month. Widows receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

⁷ Widows, parents, and children of deceased veterans on whose account payments were made during month.

⁸ For Social Security Act, deceased wage earners whose survivors received payments under either the 1935 or 1939 act; for Railroad Retirement Act, deceased wage earners whose survivors received payments certified in month ended on 20th calendar day; for Civil Service Commission, employees who died before retirement age and annuitants with unexpended balances whose survivors received payments; for Veterans Administration, survivors or other persons entitled to reimbursement for expenditures in connection with burial of deceased veterans.

⁹ See table 3 footnote 5 for programs covered.

¹⁰ Represents average weekly number of benefit recipients.

¹¹ Represents average number of persons receiving benefits for unemployment in a 14-day registration period.

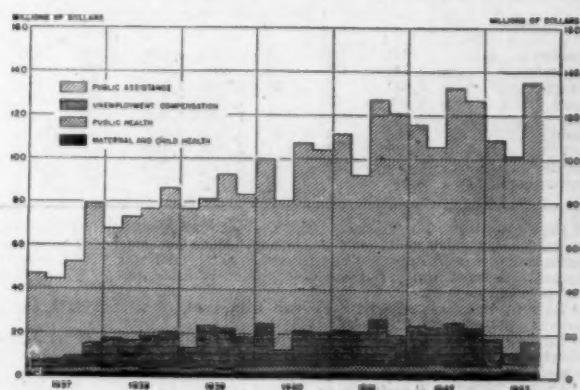
Financial and Economic Data

Receipts and Expenditures

Social security tax receipts during the third quarter of 1943 amounted to 3.3 percent of total Federal receipts (table 1), as compared with 6.7 and 10.2 percent in the corresponding periods of 1942 and 1941, respectively. This sharp decline in percentage was caused primarily by the 155-percent increase in total receipts from 1942 to 1943.

Social security expenditures of \$468 million during the quarter (including administrative expenses, net appropriations to the old-age and survivors insurance trust fund, and grants to States) were 13 percent higher than in the preceding quarter, and their ratio to total Federal expenditures rose from 1.8 to 2.1 percent. Total Fed-

Chart 1.—Federal grants to States under the Social Security Act, by quarter, January 1937–September 1943



Source: Daily Statement of the U. S. Treasury.

eral expenditures exceeded receipts by approximately \$2 billion in September and by more than \$12 billion for the entire quarter. During September, the public debt rose \$14.3 billion, reflecting the large volume of obligations sold during the Third War Loan Drive. This drive raised \$18.9 billion, or \$0.4 billion more than the total for the second drive. Approximately 28 percent of the total subscriptions came from individuals as compared with 18 percent in the second drive.

The total amount of Government securities held by the old-age and survivors insurance trust fund and the unemployment trust fund was \$9.2 billion at the end of September, equivalent to 5.9 percent of the total interest-bearing public debt as compared with 7.9 percent at the end of September 1942. Investments of the old-age and survivors insurance trust fund increased \$1,084 million in the 12 months ended September 30, while those of the unemployment trust fund rose \$1,381 million.

Table 1.—Social security and total Federal receipts, expenditures, and public debt, by specified period, 1936-43

[In millions]

Period	General and special accounts										Trust accounts, etc. ⁵ excess receipts (+) or expenditures (-)	Change in general fund balance	Public debt					
	Receipts of Federal Government				Expenditures ¹ of Federal Government								Total	Old-age and survivors insurance trust fund	Unemployment trust fund	Railroad retirement account	All other	
	Total ¹	Social security taxes ²	Railroad retirement and unemployment taxes ³	All other	Total ¹	Under the Social Security Act		Under the Railroad Retirement Board		All other								Excess receipts (+) or expenditures (-)
						Administrative expenses and grants to States ⁴	Net appropriations and transfers to old-age and survivors insurance trust fund	Administrative expenses	Transfers to railroad retirement account									
Fiscal year:																		
1936-37	\$5,294	\$252	(7)	\$5,042	\$8,442	\$183	\$265	\$1		\$7,903	-\$3,149	+\$374	-\$128	\$36,425	\$267	\$312	\$35,846	
1937-38	6,242	604	\$150	5,488	7,626	291	387	3	\$146	6,799	-1,384	+306	-338	37,165	662	872	\$66 35,565	
1938-39	5,668	631	109	4,928	9,210	342	503	3	107	8,255	-3,542	+890	+622	40,440	1,177	1,267	67 37,929	
1939-40	5,925	712	126	5,087	9,537	379	539	8	121	8,490	-3,612	+137	-947	42,968	1,738	1,710	79 39,441	
1940-41	8,269	788	144	7,337	13,372	447	661	7	124	12,133	-5,103	-148	+742	48,961	2,381	2,273	74 44,233	
1941-42	13,668	1,016	178	12,474	33,265	501	869	10	141	31,744	-19,598	-3,506	+358	72,422	3,202	3,139	92 65,969	
1942-43	23,385	1,289	219	21,877	79,282	504	1,103	8	215	77,452	-55,897	-1,861	+6,515	136,696	4,237	4,367	178 127,914	
3 months ended:																		
September 1941	2,145	218	39	1,888	5,202	135	201	2	46	4,818	-3,057	+304	-368	51,346	2,556	2,479	91 46,220	
September 1942	4,118	277	51	3,790	16,564	141	258	2	113	16,050	-12,446	-304	+1,311	86,483	3,415	3,359	173 79,536	
September 1943	10,500	346	68	10,089	22,589	143	325	1	161	21,959	-12,089	-914	+8,651	158,349	4,499	4,740	310 148,900	
1942																		
September	2,528	4	39	2,485	5,932	21	1	1		5,909	-3,404	-245	+1,148	86,483	3,415	3,359	173 79,536	
October	648	47	1	600	5,979	63	41	1	34	5,840	-5,331	-496	+594	92,904	3,403	3,397	196 85,906	
November	830	240	8	582	6,591	39	229	1		6,322	-5,781	+736	-1,814	96,116	3,393	3,588	185 88,560	
December	2,702	4	45	2,653	6,501	33	1	1		6,465	-3,799	-794	+7,461	108,170	3,655	3,687	174 100,664	
1943																		
January	824	51	1	772	6,408	56	35	1	34	6,282	-5,584	-135	-2,819	111,069	3,645	3,717	197 103,510	
February	1,190	336	8	846	6,354	25	235	1		6,093	-5,164	-122	-2,331	114,024	3,632	3,970	187 106,225	
March	5,207	6	44	5,157	7,355	37	1	1		7,316	-2,147	-549	-1,213	115,507	3,893	3,992	176 107,446	
April	1,555	47	3	1,505	7,507	59	41	1	35	7,371	-5,952	+48	+8,438	129,849	3,880	4,016	200 121,733	
May	1,742	276	6	1,460	7,697	37	262	(7)		7,398	-5,955	-39	+70	135,913	3,890	4,285	189 127,589	
June	4,569	6	51	4,512	8,327	15	(7)	1		8,311	-3,758	-206	-3,180	136,696	4,237	4,367	178 127,914	
July	2,048	47	1	2,000	7,153	58	41	(7)		6,893	-5,105	-635	-912	141,524	4,224	4,405	332 132,563	
August	3,005	295	15	2,695	7,901	52	284	(7)		7,565	-4,896	+131	-2,231	144,059	4,224	4,708	321 134,506	
September	5,448	4	49	5,395	7,535	32	(7)	(7)		7,503	-2,087	-410	+11,794	158,349	4,499	4,740	310 148,900	

¹ Beginning July 1940, Treasury reports of net receipts and expenditures of general and special accounts exclude appropriations to old-age and survivors insurance trust fund minus reimbursements to Treasury for administrative expenses; such net appropriations are included in this table for comparison with previous periods.

² Represents collections under Federal Insurance Contributions Act and Federal Unemployment Tax Act.

³ Represents total collections under Carriers Taxing Act and 10 percent of collections under Railroad Unemployment Insurance Act (see table 2, footnote 5).

⁴ Checks cashed and returned to Treasury. Excludes public-debt retirement.

⁵ Includes administrative expenses under Wagner-Peyser Act for employment service administration, July 1940-December 1941, but excludes grants to States under that act; the latter are included in "all other." From Jan. 1 through Nov. 30, 1942, includes Federal expenditures for operation of employment services in the States. Excludes administrative expenses incurred by Treasury prior to July 1940 in administration of title II of Social Security Act and Federal Insurance Contributions Act. Also excludes funds for disease and sanitation investigations of Public Health Service.

⁶ Includes all trust accounts, increment resulting from reduction in weight of gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

⁷ Less than \$500,000.

Source: Daily Statement of the U. S. Treasury.

Table 2.—Social insurance taxes under selected programs, by specified period, 1936-43

[In thousands]

Period	Old-age and survivors insurance		Unemployment insurance		
	Federal insurance contributions ¹	Taxes on carriers and their employees ²	State unemployment contributions ³	Federal unemployment taxes ⁴	Railroad unemployment insurance contributions ⁵
Cumulative through September 1943.....	\$4,893,700	\$958,770	\$6,240,136	\$744,569	\$331,026
Fiscal year:					
1936-37.....	194,346	345	(⁶)	57,751	—
1937-38.....	514,406	130,132	(⁶)	90,104	—
1938-39.....	530,558	109,257	803,007	100,869	—
1939-40.....	604,094	120,967	853,955	107,523	49,167
1940-41.....	690,555	136,942	888,450	97,677	68,162
1941-42.....	895,619	170,012	1,093,901	119,944	84,738
1942-43.....	1,130,495	208,795	1,215,201	158,361	102,710
3 months ending:					
September 1941.....	207,706	37,620	260,811	10,621	18,726
September 1942.....	264,492	48,924	275,954	12,177	24,135
September 1943.....	333,227	62,321	349,108	12,341	26,249
September 1942.....	3,435	36,491	6,291	882	22,448
October.....	43,949	1,126	143,232	2,619	106
November.....	231,075	8,183	153,166	8,689	940
December.....	3,517	42,848	12,249	950	24,566
January.....	37,117	1,075	128,366	13,606	64
February.....	236,743	7,387	173,586	99,042	1,271
March.....	2,858	41,766	4,485	3,243	25,201
April.....	43,407	2,971	147,548	3,260	94
May.....	264,568	5,807	168,030	11,653	470
June.....	2,769	48,618	8,585	3,121	25,864
July.....	43,584	1,119	146,939	3,226	69
August.....	286,625	15,027	197,513	8,051	1,316
September.....	3,018	46,175	4,706	1,063	24,863

¹ Tax effective Jan. 1, 1937, payable by employers and employees.

² Federal tax effective Mar. 1, 1936, payable by carriers and employees.

³ Represents contributions plus penalties and interest collected from employers and contributions from employees, deposited in State clearing accounts. Data include contributions based on wages from railroad industry prior to July 1, 1939. Data reported by State agencies, corrected to Oct. 30, 1943.

⁴ Tax effective Jan. 1, 1936, payable by employers only. Amounts paid into State unemployment funds not included.

⁵ Tax effective July 1, 1939, payable by employers only. Amounts differ from figures in table 1, which represent only the 10 percent deposited in general and special accounts of Treasury.

⁶ Massachusetts data for September 1943 not available.

⁷ Includes \$40,561,886 subsequently refunded to States which did not collect taxes on 1936 pay rolls and in which employers paid full tax to the Federal Government.

⁸ Not available.

Source: *Daily Statement of the U. S. Treasury*, unless otherwise noted.

The computed average rate of interest on the outstanding interest-bearing public debt declined further during September, to 1.955 percent at the end of the month. Special obligations issued to either of the two trust funds in October, therefore, were required to bear an interest rate of 1½ percent.

The usual end-of-the-quarter decline in Federal insurance contributions, State unemployment contributions, and Federal unemployment taxes occurred in September; consequently, total tax collections under the selected social insurance programs amounted to only \$80 million (table 2). Total social insurance collections of \$783 million

received in the quarter ended September 30, however, were 25 percent more than in the comparable period last year. Federal insurance contributions reached a new quarterly peak of \$333 million, exceeding collections in the same quarter of 1942 by 26 percent. Similarly, State unemployment contributions increased 27 percent. Taxes under the Carriers' Taxing Act and under the Railroad Unemployment Insurance Act during July-September were, respectively, 27 and 9 percent higher than they had been a year earlier, while Federal unemployment taxes showed a slight increase.

Table 3.—Federal appropriations and expenditures for administrative expenses and grants to States under the Social Security Act, by specified period, 1942-44¹

[In thousands]

Item	Fiscal year 1942-43		Fiscal year 1943-44	
	Appropriations ²	Expenditures through September ³	Appropriations ⁴	Expenditures through September ⁵
Total.....	\$544,688	\$140,902	\$481,138	\$143,126
Administrative expenses.....	27,128	7,836	24,610	8,095
Federal Security Agency, Social Security Board ⁶	26,642	6,052	24,000	6,150
Department of Labor, Children's Bureau.....	376	85	360	108
Department of Commerce, Bureau of the Census.....	110	108	250	71
Department of the Treasury ⁷	(⁸)	1,592	(⁸)	1,767
Grants to States.....	517,560	133,065	456,528	135,031
Federal Security Agency.....	506,360	130,943	445,328	132,125
Social Security Board.....	495,360	127,689	434,328	128,610
Old-age assistance.....	329,000	84,151	325,000	99,214
Aid to dependent children.....	78,000	21,258	65,000	16,344
Aid to the blind.....	8,710	2,425	9,000	2,625
Unemployment compensation administration.....	79,650	19,854	35,328	10,627
Public Health Service:				
Public health work.....	11,000	3,254	11,000	3,315
Department of Labor, Children's Bureau.....	11,200	2,123	11,200	2,906
Maternal and child health services.....	5,820	953	5,820	1,659
Services for crippled children.....	3,870	793	3,870	910
Child welfare services.....	1,510	377	1,510	337

¹ Excludes some funds appropriated and expended under the Social Security Act, because they are not separated from other Federal funds for similar purposes.

² Excludes unexpended balance of appropriations for previous fiscal year.

³ Based on checks cashed and returned to the Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

⁴ Includes amounts expended by the Board in administration of title II of the act, reimbursed to general fund of the Treasury. Includes amounts for administration of the Wagner-Peyser Act prior to Jan. 1, 1942. See footnote 7.

⁵ Represents amounts expended by the Treasury in administration of title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed to general fund of the Treasury.

⁶ Not available.

⁷ Prior to Jan. 1, 1942, includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program, and excludes grants to States for employment service administration under the Wagner-Peyser Act. From Jan. 1 through Nov. 30, 1942, includes Federal expenditures for operation of employment services in the States.

Source: Various Federal appropriation acts (appropriations); *Daily Statement of the U. S. Treasury* (expenditures).

Receipts under the Federal Insurance Contributions Act were higher in July-September 1943 than in the comparable months of 1942 in all internal revenue collection districts except Colorado, Hawaii, and Nevada (table 4). Receipts under the Federal Unemployment Tax Act were higher in all but eight States.

The general business indexes changed only slightly in September. Industrial production, according to the recently revised indexes of the

Federal Reserve Board, changed more than seasonally; the adjusted index rose 1 point to 243 percent of the 1935-39 average, while the unadjusted index rose 3 points to 247. The adjusted index of durable manufactures rose 2 points, while the nondurable goods index remained at the same level. The principal gains were in the iron and steel, textile, and transportation equipment industries. Petroleum refining rose 10 points in September to more than double the 1935-39 aver-

Table 4.—Federal insurance contributions and Federal unemployment taxes,¹ by internal revenue collection district, for the first quarter of fiscal years 1942-43 and 1943-44

[In thousands]

Internal revenue collection district in—	First quarter, fiscal year 1942-43			First quarter, fiscal year 1943-44		
	Total	Insurance contributions ²	Unemployment taxes ³	Total	Insurance contributions ²	Unemployment taxes ³
Total.....	\$276,201.3	\$264,105.0	\$12,096.3	\$345,568.2	\$333,227.7	\$12,340.5
Alabama.....	2,683.3	2,603.3	80.0	3,179.6	3,075.0	104.6
Arizona.....	518.0	508.0	10.0	591.3	567.9	23.4
Arkansas.....	819.2	764.7	54.5	867.1	845.8	21.3
California (2 districts).....	19,059.6	18,630.0	429.6	29,518.6	28,928.1	590.5
Colorado.....	1,450.2	1,404.9	54.3	1,475.7	1,403.0	72.7
Connecticut.....	6,983.3	6,822.3	161.0	8,531.8	8,297.2	234.6
Delaware.....	2,992.0	2,808.4	183.6	3,354.6	3,119.3	235.3
Florida.....	1,900.2	1,845.0	55.2	2,684.6	2,613.4	71.2
Georgia.....	2,903.7	2,767.6	136.1	3,532.7	3,391.9	140.7
Hawaii.....	1,016.6	974.4	42.2	797.1	787.0	10.1
Idaho.....	436.4	431.7	4.7	588.3	578.5	9.8
Illinois (2 districts).....	22,961.9	21,644.6	1,317.2	27,646.2	26,165.0	1,481.2
Indiana.....	5,438.6	5,213.9	224.6	6,196.5	5,961.8	234.8
Iowa.....	1,982.5	1,920.8	61.7	2,301.8	2,237.1	64.7
Kansas.....	1,367.0	1,335.1	31.8	303.4	2,052.6	-1,749.1
Kentucky.....	1,958.1	1,898.5	59.6	2,150.0	2,081.2	68.8
Louisiana.....	2,120.1	2,046.1	74.0	2,852.3	2,757.6	94.7
Maine.....	1,243.0	1,212.0	31.0	2,146.5	2,104.0	42.5
Maryland (including District of Columbia).....	5,094.4	4,824.7	179.7	5,829.7	5,648.0	181.7
Massachusetts.....	11,840.1	11,349.0	491.1	13,007.3	12,907.0	100.3
Michigan.....	18,541.6	17,504.4	1,037.2	27,581.1	26,313.6	1,267.5
Minnesota.....	3,129.4	3,528.9	-399.5	4,660.2	4,822.4	-162.2
Mississippi.....	693.8	674.6	19.2	807.9	773.3	34.6
Missouri (2 districts).....	6,529.5	6,202.8	326.6	7,692.2	7,360.3	331.9
Montana.....	358.1	329.9	28.2	390.7	376.7	14.0
Nebraska.....	1,130.5	1,060.2	70.3	1,490.5	1,446.0	44.5
Nevada.....	247.2	228.8	18.4	195.9	192.9	3.0
New Hampshire.....	716.5	696.1	20.4	781.6	754.1	27.5
New Jersey (2 districts).....	10,895.9	10,432.5	463.4	13,390.2	12,849.5	540.7
New Mexico.....	236.8	232.5	4.3	249.2	239.2	10.0
New York (6 districts).....	54,411.0	51,221.6	3,189.4	66,920.3	63,215.4	3,704.9
North Carolina.....	3,694.2	3,595.1	99.1	4,267.0	4,145.9	121.1
North Dakota.....	169.5	164.9	4.6	190.4	182.6	7.8
Ohio (4 districts).....	19,234.7	18,407.8	826.8	24,343.2	23,410.3	932.9
Oklahoma.....	2,049.5	1,959.2	90.3	2,568.7	2,402.5	166.3
Oregon.....	2,494.2	2,457.0	37.2	3,424.6	3,371.3	53.3
Pennsylvania (3 districts).....	28,306.3	26,912.1	1,394.2	34,506.9	32,688.2	1,818.6
Rhode Island.....	2,110.3	1,927.0	183.3	2,436.5	2,419.0	17.5
South Carolina.....	1,403.2	1,365.2	38.0	1,597.2	1,549.0	48.2
South Dakota.....	235.7	231.7	4.0	257.3	252.0	5.3
Tennessee.....	2,396.8	2,337.7	59.1	2,705.6	2,630.4	75.2
Texas (2 districts).....	6,158.3	5,937.9	220.5	7,678.6	7,475.5	203.0
Utah.....	573.8	411.5	162.3	778.6	758.3	20.3
Vermont.....	435.6	420.9	14.7	486.8	467.6	19.2
Virginia.....	3,323.7	3,153.4	170.3	3,564.1	3,381.3	182.8
Washington (including Alaska).....	4,406.6	4,287.1	119.6	5,946.7	5,772.7	173.9
West Virginia.....	2,008.2	1,961.7	46.4	2,255.4	2,148.7	106.7
Wisconsin.....	5,458.0	5,266.8	191.2	6,441.5	6,241.3	200.2
Wyoming.....	176.0	170.5	5.5	375.0	360.2	14.8

¹ Data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department and therefore differ slightly from tax receipts in tables 1 and 2 which are based on *Daily Statement of the U. S. Treasury*. Amounts listed in this table represent collections made in internal revenue collection districts in the respective States and covered into the Treasury. The amount received by a particular district does not necessarily

represent taxes paid with respect to employment within the State in which that district is located.

² See table 2, footnote 1.

³ See table 2, footnote 4.

Source: Treasury Department, Office of the Commissioner of Accounts and Deposits.

Table 5.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department through September of fiscal years 1942-43 and 1943-44

[In thousands]

State	Fiscal year 1942-43 through September, total grants ¹	Fiscal year 1943-44 through September								
		Total grants	Federal Security Agency					Department of Labor		
			Social Security Board				Public Health Service	Children's Bureau		
			Old-age assistance	Aid to dependent children	Aid to the blind	Unemployment compensation administration	Public health work	Maternal and child health services	Services for crippled children	Child welfare services
Total, all participating States	\$153,264.3	\$142,623.2	\$106,445.9	\$16,521.3	\$2,815.8	\$10,597.8	\$3,340.2	\$1,615.8	\$958.8	\$328.5
Alabama	1,023.3	1,077.7	562.1	190.4	20.7	97.6	113.3	52.8	22.0	9.8
Alaska	197.5	125.9	68.9	(²)	(²)	17.5	19.0	12.2	6.0	2.3
Arizona	1,003.3	1,015.0	785.1	110.0	27.5	37.6	20.3	18.0	13.0	3.6
Arkansas	951.1	1,188.6	745.3	216.9	40.4	97.6	41.0	24.6	15.0	7.9
California	14,575.3	13,625.5	11,722.1	363.9	493.0	817.1	152.9	33.1	38.7	4.8
Colorado	3,122.8	2,753.0	2,390.2	215.2	35.0	52.1	40.1	10.4	4.7	5.3
Connecticut	1,690.9	1,083.7	714.3	106.2	7.0	185.0	41.5	11.1	13.6	5.2
Delaware	183.5	127.7	49.5	11.4	(²)	37.0	12.9	12.0	2.1	2.8
District of Columbia	415.3	415.9	158.9	64.1	21.3	98.1	23.0	27.8	21.0	1.7
Florida	1,948.1	1,848.7	1,293.1	241.5	90.6	117.2	71.3	(²)	32.7	(²)
Georgia	2,032.3	2,034.7	1,401.8	215.8	58.2	158.0	139.6	52.3	(²)	11.1
Hawaii	154.3	160.7	44.8	40.9	2.6	33.2	16.4	11.1	8.3	3.6
Idaho	840.8	806.2	571.7	122.1	14.3	42.7	19.9	13.7	17.7	4.1
Illinois	11,552.4	10,964.1	8,394.4	1,522.4	(²)	800.3	180.2	42.2	18.3	6.2
Indiana	5,032.3	3,960.3	2,906.9	480.5	132.2	309.9	86.9	19.4	17.9	6.7
Iowa	2,827.7	3,097.4	2,824.5	(²)	97.5	68.3	54.0	18.1	29.0	6.1
Kansas	2,257.3	2,084.1	1,520.9	268.2	63.1	98.8	63.5	55.2	13.5	.9
Kentucky	1,641.3	1,365.9	866.8	100.0	40.2	129.9	123.6	73.2	22.2	10.1
Louisiana	2,267.9	2,575.1	1,461.5	704.1	86.4	129.7	76.9	34.3	12.2	9.9
Maine	1,002.2	1,021.6	742.2	118.0	46.8	65.7	25.9	10.7	7.1	8.1
Maryland	1,347.6	1,096.8	573.0	248.5	25.1	159.8	37.0	31.1	17.6	4.6
Massachusetts	7,302.1	6,557.9	5,455.9	462.8	47.4	478.3	78.2	15.1	13.6	6.8
Michigan	6,339.2	7,141.0	5,368.8	1,023.6	81.2	436.2	106.6	102.8	27.9	3.8
Minnesota	4,114.0	4,113.4	3,325.4	404.4	67.0	190.5	66.7	22.8	30.1	6.7
Mississippi	959.7	900.8	487.3	110.6	33.3	67.8	112.4	66.6	12.9	10.0
Missouri	4,896.7	5,757.1	4,559.8	818.5	(²)	275.1	70.1	(²)	13.2	11.4
Montana	875.5	835.4	612.4	116.9	19.5	49.0	13.6	13.7	8.5	1.7
Nebraska	1,798.1	1,660.7	1,289.7	211.6	31.3	48.4	31.1	30.5	11.2	6.9
Nevada	200.0	196.1	133.2	(²)	(²)	33.5	12.9	10.1	3.5	3.0
New Hampshire	538.6	498.8	353.4	39.6	15.9	52.6	17.4	14.3	1.3	4.2
New Jersey	2,808.0	1,930.8	990.3	279.7	35.0	483.0	82.7	42.0	12.5	5.7
New Mexico	436.1	643.4	323.1	201.1	18.3	34.0	30.9	23.3	9.5	3.2
New York	11,011.5	9,463.1	6,366.4	1,076.3	191.3	1,517.1	190.1	70.2	36.1	15.6
North Carolina	1,790.8	1,552.3	775.8	308.5	87.1	184.6	119.8	37.2	30.6	8.7
North Dakota	605.8	625.8	435.3	113.8	6.9	21.6	29.3	(²)	13.9	5.0
Ohio	8,955.3	8,747.4	7,222.2	565.3	188.6	562.7	120.9	38.3	29.8	10.6
Oklahoma	5,042.4	4,480.7	3,581.0	608.5	100.1	96.2	44.1	7.8	39.2	3.8
Oregon	1,279.6	1,431.2	1,107.5	78.7	24.9	137.7	42.0	22.0	14.3	4.2
Pennsylvania	9,727.7	7,976.0	4,912.8	1,889.2	(²)	928.7	123.6	68.3	38.5	14.9
Puerto Rico	105.2	231.7					42.6	161.0	36.9	11.3
Rhode Island	650.2	605.6	371.2	97.5	4.0	92.2	15.7	7.5	14.7	2.8
South Carolina	1,028.3	1,012.9	562.7	152.5	32.5	94.2	92.4	38.9	30.5	9.0
South Dakota	800.9	731.0	557.0	100.4	8.8	23.1	17.0	12.5	8.8	3.3
Tennessee	1,909.4	2,346.3	1,310.0	708.4	64.2	146.6	68.0	20.7	18.3	10.2
Texas	9,285.2	9,151.6	7,843.0	466.3	246.5	267.9	185.4	38.6	91.3	12.6
Utah	1,170.1	1,450.9	1,199.5	120.5	10.0	43.4	21.0	42.5	10.5	3.1
Vermont	332.0	343.2	213.4	50.9	8.5	35.3	15.1	7.4	8.5	4.2
Virginia	909.6	829.1	305.7	181.5	25.6	162.3	74.5	43.2	26.6	9.7
Washington	5,490.4	5,046.4	4,463.5	222.7	65.7	213.7	45.3	23.3	9.6	2.5
West Virginia	2,229.7	860.6	324.1	316.3	23.2	129.5	35.6	15.0	13.5	3.4
Wisconsin	3,688.8	2,669.7	1,960.4	362.0	70.0	156.5	57.1	50.0	7.3	6.4
Wyoming	335.2	318.6	235.1	23.8	7.1	29.9	9.9	6.6	3.1	3.0
Central office ⁴	558.0	65.1				65.1				

¹ Prior to Jan. 1, 1942, included grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program and excluded grants under the Wagner-Peyser Act. From Jan. 1 through Nov. 30, 1942, includes grants for unemployment compensation administration and Federal expenditures for operation of employment services in the States.

² No plan approved by the Social Security Board.

³ Plan approved by the Children's Bureau, but no checks issued as yet by the Treasury.

⁴ Represents Federal expenditures for office supplies; amount not distributed by States.

Source: Compiled from data furnished by the Treasury Department, Office of the Commissioner of Accounts and Deposits.

age. The industrial production index has been revised to take into account the rapid expansion of armament production and to permit incorporation of new data which have become available during the past year. As a result of the revision, the index was raised almost 20 percent for the July-September period.

Social security expenditures of \$143 million for grants to States and for administrative expenses were slightly higher during July-September than they had been in the same period of 1942 (table 3). Grants for old-age assistance remained the largest single item of disbursement under the Social Security Act and also experienced the largest dollar increase over the 12-month period. Grants for aid to dependent children during the quarter were 23 percent less than a year earlier, and grants for unemployment compensation administration, 46 percent less. Grants for aid to the blind, public health work, and for two of the three maternal and child welfare programs administered by the Department of Labor increased in comparison with the same quarter of last year.

Chart 1 shows the quarterly totals of Federal grants to States under the Social Security Act,

on the basis of checks cashed, from January 1937 through September 1943. The amount of checks issued to the States under the eight grant-in-aid programs for July-September were 7 percent less than in the same quarter of the previous year.

Old-Age and Survivors Insurance Trust Fund

Contributions appropriated to the old-age and survivors insurance trust fund totaled \$333 million in the quarter ended September 30 as contrasted with \$264 million in the same quarter of 1942 (table 5). Expenditures from the fund for benefit payments amounted to \$14.3 million in September, 2.6 percent more than in August. Reimbursements to the Treasury for administrative expenses for the entire quarter amounted to \$8.5 million, \$771,000 more than in the previous quarter. These funds were paid out of the disbursing officer's account during September, although they have been noted in the fund account and in the Daily Treasury Statement as monthly transactions in order to balance current expenditures.

As is usual in the third month of each quarter,

Table 6.—Status of the old-age and survivors insurance trust fund, by specified period, 1936-43

(In thousands)

Period	Receipts		Expenditures		Assets			
	Transfers and appropriations to trust fund ¹	Interest received ²	Benefit payments ³	Reimbursement for administrative expenses	Net total of Treasury notes and bonds acquired ⁴	Cash with disbursing officer at end of period	Credit of fund account at end of period ⁵	Total assets at end of period
Cumulative through September 1943.....	\$4,752,482	\$302,044	\$400,960	\$101,854	\$4,498,885	\$24,468	\$28,328	\$4,551,682
Fiscal year:								
1936-37.....	265,000	2,262	27		267,100	73	62	267,238
1937-38.....	387,000	15,412	5,404		395,200	1,931	113,012	777,243
1938-39.....	503,000	26,951	13,892		514,900	3,036	66	1,180,302
1939-40.....	550,000	42,489	15,805		560,900	6,098	500	1,744,698
1940-41.....	688,141	55,958	64,342		642,500	10,778	6,238	2,397,615
1941-42.....	895,619	71,007	110,281		821,034	20,384	5,176	3,227,194
1942-43.....	1,130,495	87,403	149,304		1,035,200	24,495	6,966	4,268,296
3 months ended:								
September 1941.....	267,706	130	23,430	6,604	175,400	12,332	7,084	2,575,417
September 1942.....	264,492	786	33,771	6,785	213,461	31,463	5,358	3,451,915
September 1943.....	333,227	562	41,936	8,468	262,051	24,468	28,328	4,551,682
1942								
September.....	3,435	690	11,758	2,262	218,300	31,463	5,358	3,451,915
October.....	43,949	100	11,924	2,526	-12,000	31,487	46,932	3,481,514
November.....	231,075	115	11,882	2,526	-10,000	29,480	275,720	3,698,296
December.....	3,517	836	12,012	2,526	262,339	27,382	5,294	3,688,110
1943								
January.....	37,117	164	12,386	1,809	-10,000	24,987	40,775	3,711,197
February.....	236,743	244	12,548	1,809	-13,000	25,434	275,958	3,933,827
March.....	2,858	946	13,605	1,809	200,600	24,793	4,380	3,922,216
April.....	43,407	306	13,547	2,566	-13,000	24,238	45,543	3,949,815
May.....	264,568		13,721	2,566		24,509	293,552	4,198,096
June.....	2,769	83,907	13,909	2,566	356,800	24,495	6,966	4,268,296
July.....	43,584	8	13,696	2,823	-13,000	23,792	47,743	4,295,309
August.....	286,625		13,938	2,823		23,845	317,554	4,565,234
September.....	3,018	554	14,301	2,823	275,051	24,468	28,328	4,551,682

¹ Beginning July 1940, trust fund appropriations equal taxes collected under Federal Insurance Contributions Act.

² Interest on investments held is credited annually in June; on investments redeemed, in month of redemption.

³ Based on checks cashed and returned to Treasury.

⁴ Minus figures represent net total of notes redeemed.

⁵ Prior to July 1940, includes balance of appropriation available for transfer.

⁶ Includes \$161,000 accrued interest paid on investments.

⁷ Includes \$51,000 accrued interest paid on investments.

Source: Daily Statement of the U. S. Treasury.

Table 7.—Status of the railroad retirement account, by specified period, 1938–43
[In thousands]

Period	Receipts			Transfers from appropriation to trust fund	Benefit payments ¹	Assets at end of period			
	Amount appropriated	Interest received	Total			3-percent special Treasury notes	To credit of appropriation ²	To credit of disbursing officer	Total
Cumulative through September 1943	\$ 1,116,571	\$17,479	\$1,134,350	\$1,014,871	\$709,846	\$310,000	\$102,076	\$12,427	\$424,503
Fiscal year:									
Through June 1938	146,500	1,411	147,911	146,406	79,849	66,200	234	1,628	68,062
1938–39	118,250	2,202	120,452	107,094	105,774	67,200	13,206	2,334	82,740
1939–40	120,150	2,283	122,433	120,650	113,099	79,400	10,847	1,826	92,073
1940–41	113,600	2,534	116,134	124,350	121,174	74,000	2,503	10,530	87,033
1941–42	140,850	3,143	143,993	140,850	126,244	91,500	1,597	11,686	104,782
1942–43	214,801	5,777	220,578	214,801	130,465	178,000	4,120	12,776	194,896
1943–44 (through September) 1942	262,720	130	262,850	160,720	33,242	310,000	102,076	12,427	424,503
September		73	73		10,718	173,000	102,328	12,130	287,458
October		92	92	33,500	10,805	196,000	68,851	11,895	276,745
November		129	129		10,703	185,000	68,850	12,322	266,172
December		157	157		10,763	174,000	68,868	12,697	255,566
1943									
January		184	184	34,000	10,816	197,000	34,800	13,044	244,934
February		193	193		10,837	187,000	34,900	12,391	234,291
March		238	238		11,089	176,000	34,900	12,495	223,440
April		241	241	34,700	11,073	200,000	34,900	12,495	212,607
May		292	292		11,045	189,000	302	12,552	201,854
June		4,117	4,117		11,076	178,000	4,120	12,776	194,896
July	262,720	10	262,730	160,720	11,078	332,000	102,052	12,495	446,548
August		46	46		11,077	321,000	102,049	12,468	435,517
September		74	74		11,088	310,000	102,076	12,427	424,503

¹ Based on checks cashed and returned to Treasury.

² Represents balances in appropriation and trust fund accounts, including net credit from adjustments such as cancellations and repayments.

³ Appropriation reduced by transfer of \$9 million in October 1940 to prior-service account for collection of service and compensation data of railroad workers prior to 1937.

Source: Daily Statement of the U. S. Treasury.

Table 8.—Status of the unemployment trust fund, by specified period, 1936–43¹

[In thousands]

Period	Total assets at end of period	Net total of Treasury certificates and bonds acquired	Unexpended balance at end of period	Undistributed interest at end of period ²	State accounts				Railroad unemployment insurance account			
					Deposits	Interest credited	Withdrawals ³	Balance at end of period	Deposits	Interest credited	Benefit payments	Balance at end of period ⁴
Cumulative through September 1943	\$4,746,325	\$4,740,000	\$6,325		\$6,287,227	\$265,815	\$2,211,794	\$4,341,248	\$297,928	\$15,545	\$43,380	\$405,074
Fiscal year:												
1936–37	312,389	293,386	94		291,703	2,737	1,000	312,389				
1937–38	884,247	559,705	12,247		747,600	15,172	190,975	884,247				
1938–39	1,280,539	395,000	13,539		811,251	20,837	441,795	1,280,539				
1939–40	1,724,862	443,000	14,862		859,864	37,524	484,764	1,693,164	44,249	202	14,552	31,690
1940–41	2,283,658	563,000	10,658		892,023	45,893	537,343	2,093,737	61,347	3,059	17,784	189,921
1941–42	3,150,103	866,000	11,103		1,095,991	61,998	368,070	2,883,654	76,266	5,424	9,072	266,447
1942–43	4,372,460	1,228,000	5,460		1,217,686	75,563	174,334	4,002,569	92,441	6,861	1,834	369,888
3 months ended:												
September 1941	2,487,541	206,000	8,541		261,343	55	76,835	2,278,301	16,854	5	1,449	200,240
September 1942	3,370,417	220,159	11,258		276,510	46	83,366	3,076,843	21,721	10	579	293,572
September 1943	4,746,325	373,000	6,325		352,192		13,513	4,341,248	23,624		137	405,074
1942												
September	3,370,417	7,000	11,258		8,720	46	22,519	3,076,843	20,203	10	207	293,572
October	3,404,682	38,000	7,523	\$30	49,813		15,466	3,111,190	95		197	293,470
November	3,635,512	191,000	47,353	30	241,689		11,548	3,341,331	846		138	294,158
December	3,698,008	98,841	11,008		12,929	34,754	10,300	3,378,714	22,110	3,164	141	319,291
1943												
January	3,726,317	30,000	9,317		39,972		11,530	3,407,156	57		190	319,158
February	3,977,252	253,000	7,252		261,206		11,243	3,657,119	1,144		173	320,129
March	4,000,027	22,000	8,027		11,209		10,955	3,657,373	22,681		160	342,650
April	4,027,054	24,021	11,033		34,839		7,780	3,684,432	86		118	342,618
May	4,298,319	269,000	13,299		276,672		5,758	3,955,346	423		71	342,970
June	4,372,460	81,979	5,460		12,848	40,763	6,388	4,002,569	23,278	3,687	47	369,888
July	4,411,878	38,000	6,878		43,628		4,207	4,041,990	62		65	369,885
August	4,719,315	303,000	11,315		299,709		5,124	4,336,575	1,185		33	382,737
September	4,746,325	32,000	6,325		8,855		4,182	4,341,248	22,377		40	405,074

¹ Beginning July 1939, contains separate book account for railroad unemployment insurance, in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes benefit payments as certified by the Railroad Retirement Board. Contains also separate account for each State agency, in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.

² Interest on redeemed Treasury certificates, received by fund at time of redemption but credited to separate accounts in last month of each quarter.

³ Includes transfers from State accounts to railroad unemployment insurance account amounting to \$105,901,000.

⁴ Includes transfers from railroad unemployment insurance administration fund amounting to \$29,082,667.

⁵ Includes \$159,000 accrued interest paid on investments.

⁶ Includes \$20,604 accrued interest paid on investments.

Source: Daily Statement of the U. S. Treasury.

expenditures from the fund exceeded receipts. Consequently, the assets of the fund decreased \$13.6 million to \$4,552 million at the end of September. This amount was 32 percent more than the assets held as of September 30, 1942. New investments acquired by the fund during September amounted to \$275.1 million, of which \$225 million were 1½-percent special old-age and survivors insurance trust fund notes and \$50 million were 2½-percent publicly offered Treasury bonds, 1964-69 series. The purchase price of the bonds included accrued interest of \$51,000. Total investments of \$4,499 million held by the fund on September 30 carried an average rate of interest of 2.243 percent.

Railroad Retirement Account

At the beginning of September, assets of the railroad retirement account totaled \$436 million, of which \$321 million was in Treasury notes. Conversion to cash of \$11.0 million of these notes and the receipt of \$74,000 from interest on investments made available the approximate amount

required to meet disbursements of \$11.1 million for benefit payments. Assets at the end of the month amounted to \$425 million—\$310 million in notes, \$102 million in the appropriation account, and \$12.4 million to the credit of the disbursing officer.

Unemployment Trust Fund

Assets of the unemployment trust fund as of September 30 amounted to \$4,746 million, of which \$4,740 million was held in the form of securities and \$6.3 million as a cash balance (table 7). Aggregate State balances rose slightly during the month even though the bulk of deposits to State accounts is received during the second month of the quarter. The balances of all State accounts increased during the quarter, and total State deposits reached a new peak, while withdrawals for benefit payments were the lowest to date.

The fund acquired \$32 million of new 1½-percent special certificates of indebtedness. The average rate of interest on all investments of the fund at the end of the month was 1.890 percent.

Recent Publications in the Field of Social Security

WAR AND SOCIAL SERVICES

CALIFORNIA. LEGISLATURE. SENATE. COMMITTEE TO INVESTIGATE THE ESTABLISHMENT OF NURSERY SCHOOLS AND CHILD CARE CENTERS. *Report*. Sacramento: California State Printing Office, 1943. 40 pp.

Consists chiefly of statements from industry and school officials as to needs and costs of child-care centers under existing conditions.

"Economic Rehabilitation of Prisoners of War in France." *International Labour Review*, Montreal, Vol. 48, No. 4 (October 1943), pp. 434-446.

ELLIOTT, H. AUBREY. "Case Work With Men of the Armed Forces." *The Family*, New York, Vol. 24, No. 6 (October 1943), pp. 221-226.

Problems encountered by Red Cross field directors serving able-bodied troops.

FRANKLIN, ESTHER COLE. *Social Welfare Services and the War. Part I: Meeting Wartime Needs*. Washington: American Association of University Women, January 1943. 52 pp. Processed. (Contemporary America, Social Studies Series, Vol. 4, No. 4.)

A sketch of trends and needs in virtually the entire welfare field, including social insurance, assistance, rehabilitation, work relief, child care, care of servicemen's dependents, and health programs.

GODWIN, MAJOR JOHN L. "The Army Legal Assistance Office; Its Forerunner and the Cooperation of Courts and Civilians." *Lawyers Guild Review*, Washington, Vol. 3, No. 4 (July-August 1943), pp. 18-23.

HALPER, OSCAR. "Selective Service and the Case Worker." *The Family*, New York, Vol. 24, No. 6 (October 1943), pp. 214-221.

HANFORD, JEANNETTE. "Some Case-Work Notes on the Impact of the War on Family Relationships." *Social Service Review*, Chicago, Vol. 17, No. 3 (September 1943), pp. 354-361.

KULISCHER, EUGENE M. *The Displacement of Population in Europe*. Montreal: International Labor Office, 1943. 171 pp. (Studies and Reports, Series O, No. 8.)

A comprehensive record, based on numerous sources outside Germany, of the present enormous "confusion of peoples" in Europe. The material, broadly grouped into migrations of Germans and of non-Germans, includes a section on the mobilization of foreign labor by Germany, analyzed by country.

McCLOSKEY, MARK A. "Welcome, Soldier." *Survey Graphic*, New York, Vol. 32, No. 10 (October 1943), pp. 385-388 ff.

How local initiative in many large and small communities has successfully served members of the armed forces.

"Post-War Demobilization in Pennsylvania." *Unemployment Compensation Trends and Totals* (Pennsylvania Bureau of Employment and Unemployment Compensation), Harrisburg, Vol. 6, No. 8 (August 1943), pp. 8-10. Processed.

"Soldiers, Jobs, and the Peace." *Fortune*, New York, Vol. 28, No. 4 (October 1943), pp. 111-115 ff. Aspects of the demobilization problem.

"Trends in War-Time Employment in Pennsylvania." *Unemployment Compensation Trends and Totals* (Pennsylvania Bureau of Employment and Unemployment Compensation), Harrisburg, Vol. 6, No. 8 (August 1943), pp. 1-2 ff. Processed.

TWENTE, ESTHER E. "The Impact of the War Upon the Husband-Wife Relationship in the Rural Family." *The Family*, New York, Vol. 24, No. 6 (October 1943), pp. 226-231.

U. S. BUREAU OF LABOR STATISTICS. *Impact of the War on Windsor County, Vermont, Springfield Machine Tool Area: Working Notebook for Use by Local Groups Studying Recent Economic Developments and Formulating Plans for the Post-War Period*. Washington, April 1943. 27 pp. Processed. (Employment and Occupational Outlook Branch, Postwar Division, Industrial Area Study No. 5.)

WALLACE, ELISARETH. "Social Workers in the Canadian Army." *The Compass*, New York, Vol. 24, No. 6 (September 1943), pp. 24-25.

WALSH, J. RAYMOND. "Action for Postwar Planning." *Antioch Review*, Yellow Springs, Ohio, Vol. 3, No. 2 (Summer 1943), pp. 153-161.

Discusses the National Resources Planning Board reports on security and on post-war planning and offers suggestions for building up public opinion in favor of their adoption by Congress. An editorial in the same issue ("Programs for Progress," pp. 147-152) strongly urges adoption of the NRPB report on *Security, Work, and Relief Policies*.

WOMEN'S GROUP ON PUBLIC WELFARE. *Our Towns; A Close-Up*. London, New York, etc.: Oxford University Press, 1943. 143 pp.

A record of social and home conditions affecting the poorer British children, as observed by social workers during the extensive first evacuation of 1939-40. It concerns itself with the minority of evacuees who created problems and caused complaints in the homes where they were received. Bad practices in spending money, hours of sleep, feeding, discipline, and cleanliness are described, analyzed, and made the subject of recommendations designed to effect improvement. Many of the problems are discussed more fully in the appendixes. Includes a classified bibliography.

GENERAL

"The Application of the Mexican Social Insurance Act." *International Labour Review*, Montreal, Vol. 48, No. 4 (October 1943), pp. 533-534.

BENN, SIR ERNEST. "Some Implications of the Beveridge Report." *Quarterly Review*, London, No. 556 (April 1943), pp. 226-230.

A critical review.

BIGGE, GEORGE E. "Bigge Talks Security With Labor Conventions." *Journal of Electrical Workers and Operators*, Washington, Vol. 42, Nos. 9-10 (September-October 1943), pp. 346-347 ff.

The text of an address, in which the author explains and advocates the Wagner-Murray-Dingell bill. On the editorial page is the result of a recent public opinion poll showing majorities in favor of the expansion of social security.

BRANDEIS, ELIZABETH. "Security Policies and the National Resources Planning Board Report." *Social Service Review*, Chicago, Vol. 17, No. 3 (September 1943), pp. 335-339.

Criticizes some of the NRPB recommendations, including the proposal for general taxation rather than payroll contributions and the apparent tendency to advocate national rather than local public aid measures.

BRECKINRIDGE, S. P., and STANTON, MARY. "The Law of Guardian and Ward With Special Reference to the Children of Veterans." *Social Service Review*, Chicago, Vol. 17, No. 3 (September 1943), pp. 265-302.

Deals with old-age and survivors insurance and aid to dependent children as well as with wards under the Veterans Administration. Calls for "standard child-care service for the benefit of all the children of the nation."

BURNS, EVELINE M. "The Beveridge Report." *American Economic Review*, Menasha, Wis., Vol. 33, No. 3 (September 1943), pp. 512-533.

A factual summary and evaluation. Opposes the plan to pay unemployment insurance benefits for an indefinitely long period and points out difficulties in financing, such as those inherent in dependence on payroll taxes.

COYLE, DAVID CUSHMAN. "The Beveridge Plan." *Virginia Quarterly Review*, Charlottesville, Vol. 19, No. 4 (Autumn 1943), pp. 522-538.

Offers comment on British opinion and makes a comparison with recent United States proposals and programs, particularly with respect to work relief.

"Creation of a Social Insurance Fund in Haiti." *International Labour Review*, Vol. 48, No. 4 (October 1943), p. 532.

DUBLIN, LOUIS I. *A Family of Thirty Million; The Story of the Metropolitan Life Insurance Company*. New York: The Company, 1943. 496 pp.

Includes chapters on life insurance in relation to medical science and general welfare, as well as on progress in health and longevity. Discusses also each type of insurance sold by the company.

The Economic Almanac for 1943-44; A Handbook of Useful Facts About Business, Labor and Government in the United States and Other Areas. New York: National Industrial Conference Board, 1943. 511 pp.

The main sections deal with industrial relations, general business conditions, and recent economic developments. Includes material on population, cost of living, national income, public finance, production and trade, industrial disputes, and related matters, as well as a chart showing the main provisions of State unemployment compensation laws. A chapter is devoted to employment and unemployment.

"Fortune Management Poll." *Fortune*, New York, Vol. 28, No. 4 (October 1943), pp. 12 ff.

Opinions of executives on post-war problems, among them the questions of comprehensive social security and the best policy for maintaining employment.

GRATTAN, C. HARTLEY. "How Much Social Security?" *Common Sense*, New York, Vol. 12, No. 10 (October 1943), pp. 362-364.

Advocates a national system of social security, with greater coverage and the inclusion of health insurance. The author believes that the costs of such a system must be clearly stated in terms of the national income, in order that the people may observe the proposals, count the cost, and make a choice.

Handbook of Latin American Studies: 1941. No. 7. Edited for the Joint Committee on Latin American Studies of the National Research Council, the American Council of Learned Societies, and the Social Science Research Council by Miron Burgin. Cambridge: Harvard University Press, 1943. 649 pp.

A comprehensive annotated bibliography. The section on Labor and Social Welfare—included for the first time in this volume of the series—has several hundred titles, of which approximately 100 are in the field of social security. References under Law, Economics, and Government also contain material relevant to social security.

HARRISON, WALLACE K. "Chile Plans Low-Rent Homes." *Foreign Commerce Weekly*, Washington, Vol. 13, No. 2 (Oct. 9, 1943), pp. 5 ff.

Discusses the social security system as one of the factors promoting low-cost housing in Chile.

HEATHERINGTON, DONALD F. "British Plans for Post-War Full Employment." *Foreign Commerce Weekly*, Washington, Vol. 13, No. 2 (Oct. 9, 1943), pp. 3-4 ff.

INGE, W. R. "The Future of England." *The Fortnightly*, London, No. 917, New Series (May 1943), pp. 288-293.

Predicts less industry and population for England and attacks the Beveridge Report, particularly the idea of family allowances.

"Insurance Action Vital." *American Federationist*, Washington, Vol. 50, No. 10 (October 1943), p. 16.

An editorial favoring the Wagner-Murray-Dingell bill.

MANGOLD, GEORGE B. "The Beveridge Plan for Social Security." *Sociology and Social Research*, Los Angeles, Vol. 27, No. 6 (July-August 1943), pp. 423-432.

MASSACHUSETTS. LEGISLATURE. SPECIAL COMMISSION ESTABLISHED TO MAKE AN INVESTIGATION AND STUDY RELATIVE TO PROVIDING GROUP INSURANCE FOR PUBLIC EMPLOYEES. *Report*. Boston, 1943. 12 pp. (House, No. 147.)

The Committee recommends adoption of State legislation to permit voluntary group life, health, and accident insurance for public employees, to be financed from payroll deductions. Includes the text of a draft bill.

MOLSON, HUGH. "The Beveridge Plan." *Nineteenth Century and After*, London, Vol. 133, No. 791 (January 1943), pp. 22-31.

This summary by a member of Parliament pays particular attention to financing and administration.

NEW YORK STATE. DEPARTMENT OF LABOR. *Report of the Industrial Commissioner* [1942]. Albany (?), Dec. 29, 1942. 11 pp. Processed.

Material on unemployment insurance, workmen's compensation, and labor standards generally.

PAKENHAM, FRANK. "The Beveridge Report: Some Reflections." *Dublin Review*, Dublin, Vol. 107, No. 424 (January 1943), pp. 21-31.

A favorable evaluation, with comment on what Christian sociology might make of the recommendations.

"Postwar Security for All?" *United States News*, Washington, Vol. 15, No. 10 (Sept. 3, 1943), pp. 41-42 ff.

Discusses unemployment compensation, old-age and survivors insurance, and public assistance, with emphasis on post-war problems and the recommendations of the Social Security Board for furthering social security.

ROWNTREE, B. SEEBOHM. "Poverty and the Beveridge Plan." *The Fortnightly*, London, No. 914, New Series (February 1943), pp. 73-80.

From his surveys in York, the author supports Beveridge's view that "abolition of want before the war was easily within the economic resources of the community." Considers the question of variations in rents, recommending that insurance benefits be adjusted "in every case to the rent actually paid without varying the amount of the contribution."

ROWNTREE, B. SEEBOHM. "The Remuneration of Labour." *The Fortnightly*, London, No. 921, New Series (September 1943), pp. 149-156.

Advocates higher wages for the lower-paid groups of British workers and suggests more participation by labor in business management.

SMITH, A. DELAFIELD. "Security for the Family of the Foreign Born." *Journal of Educational Sociology*, New York, Vol. 17, No. 1 (September 1943), pp. 20-27.

The social security programs as they apply to aliens.

TOWNSEND, FRANCIS E. *New Horizons (an Autobiography)*. Edited by Jesse George Murray. Chicago: J. L. Stewart Publishing Co., 1943. 246 pp.

The life of the founder of the Townsend plan of non-contributory old-age pensions.

U. S. OFFICE OF WAR INFORMATION. "Can We Attain Freedom From Want?" Washington: U. S. Government Printing Office, 1943. 6 pp. (Discussion Guide No. 8.)

An outline for teachers and speakers which includes the recommendations of the Social Security Board and the National Resources Planning Board.

VAN SICKLE, JOHN V. *Planning for the South; An Inquiry Into the Economics of Regionalism*. Nashville: Vanderbilt University Press, 1943. 255 pp.

Considers Southern population trends, natural resources, land use, land taxes, social security, Federal aid, and related questions. Distinguishes between the different programs under the Social Security Act with respect to their utility to the South, and advocates health and accident insurance. The chapters on Federal aid discuss some social security measures.

WALKER, E. RONALD. "Minimum Welfare Standards as a Post-War Objective." *International Labour Review*, Montreal, Vol. 48, No. 4 (October 1943), pp. 417-433.

Discusses the nature of a minimum standard, its production and distribution, and its relation to national income.

WHITE, R. CLYDE. "The Social Insurance Movement." *Journal of the American Statistical Association*, Washington, Vol. 38, No. 223 (September 1943), pp. 358-364.

Aims "to chart the course of social insurance legislation and to determine what laws are now in operation in all parts of the world." Includes tables.

WHITTON, CHARLOTTE. *Security for Canadians*. Toronto: Canadian Institute for International Affairs and Canadian Association for Adult Education, 1943. 20 pp. (Behind the Headlines, Vol. 3, No. 6.)

Brief discussion of reconstruction needs, including social insurance and assistance. Has study questions and a reading list.

OLD-AGE AND SURVIVORS INSURANCE

ALTMeyer, A. J. *Reasons Why the Federal Old-Age and Survivors Insurance Contributions Should Not Be Frozen at the Present Rate of 1 Percent Each on Employers and Employees but Should Be Allowed to Increase to 2 Percent Each as Now Provided in the Social Security Act. A Statement . . . Before the Senate Committee on Finance on October 14, 1943*. Washington: Social Security Board, 1943. 10 pp. Processed.

U. S. BOARD OF TRUSTEES OF THE FEDERAL OLD-AGE AND SURVIVORS INSURANCE TRUST FUND. *Third Annual Report*. Washington: U. S. Government Printing Office, 1943. 17 pp. (78th Cong., 1st sess. Senate Committee Print.)

A record of operations for the fiscal year 1941-42, including benefits paid, actuarial status, estimates of future operations, and the effect of the war on the financing of the program.

EMPLOYMENT SECURITY

"Amendment of Canadian Unemployment Insurance Legislation." *International Labour Review*, Montreal, Vol. 48, No. 4 (October 1943), pp. 516-517.

Information on the Act of July 17, 1943, which extended coverage by removing or raising the maximum earnings limitation.

DANAHER, CORNELIUS J. "Labor in the Post-War Period." *Monthly Bulletin* (Connecticut Employment Security Division and U. S. Employment Service), Hartford, Vol. 8, No. 9 (September 1943), pp. 1 ff.

Comment on the Connecticut unemployment fund appears in this address by the State Commissioner of Labor and Factory Inspection.

"Disqualifications for Refusal of an Unavailability for Employment, Out-of-State Resident Unit, March 22-April 17, 1943." *Employment Review* (New York State Department of Labor), New York and Albany, Vol. 5, No. 3 (July 1943), pp. 129-132. Processed.

Information on denial of unemployment insurance benefits to persons removing from New York to other States and refusing to accept work or proving unavailable for employment in their new location.

LOEB, LEO. "Recent Amendments to the West Virginia Unemployment Compensation Law." *West Virginia Law Quarterly*, Morgantown, Vol. 49, No. 2-3-4 (February-April-June 1943), pp. 122-131.

"The Promotion of Full Employment in Switzerland." *International Labour Review*, Montreal, Vol. 48, No. 4 (October 1943), pp. 479-482.

Data from the interim report of a Swiss employment commission.

"Recent Amendments to the Unemployment Insurance Act, 1940." *Labour Gazette*, Ottawa, Vol. 43, No. 9 (September 1943), pp. 1268-1270.

Information on the Canadian Act of July 17, 1943.

"The Solvency of Conn. Unemployment Compensation Fund in the Post-War Period." *Monthly Bulletin* (Connecticut Employment Security Division and U. S. Employment Service), Hartford, Vol. 8, No. 9 (September 1943), pp. 3 ff.

Includes a discussion of the methodology of the estimates.

"Unemployment Compensation Act as Applied to Labor Disputes." *Indiana Law Journal*, Bloomington, Vol. 18, No. 4 (July 1943), pp. 331-332.

A note on a stoppage of work by coal miners due to lack of a contract (Walter Bledsoe Coal Co. et al. v. Review Board of Employment Security Division of Treasury et al., Indiana, 46 N. E. (2d) 477 (1943)).

PUBLIC WELFARE AND RELIEF

AMERICAN FOUNDATION FOR THE BLIND, INC. *Directory of Activities for the Blind in the United States and Canada*,

Including Prevention of Blindness Organizations and Sight-Saving Classes. Compiled by Helga Lende. Fifth edition. New York: The Foundation, June 1943. 149 pp.

"A Broad Community Welfare Program." *Relief Report* (New Jersey State Municipal Aid Administration), Trenton, August 1943, pp. 1-4. Processed.

BROWN, R. EUGENE. "County Welfare Boards Have Many Administration Responsibilities in Programs of Public Assistance." *Public Welfare News* (North Carolina State Board of Charities and Public Welfare), Raleigh, Vol. 6, No. 3 (September 1943), pp. 1 ff.

CANARY, ROBERT B. "State Participation in the Aid to Dependent Children Program; A Report of the Effects of a Reimbursement System of Distributing State Funds for the Administration of Aid to Dependent Children in Ohio After One Year of Operation." *Public Assistance Statistics* (Ohio Department of Public Welfare), Columbus, Vol. 7, No. 6 (June 1943), pp. 3-4. Processed.

CHAMBERLAIN, FERN L. "Streamlining Red Tape." *Public Welfare*, Chicago, Vol. 1, No. 10 (October 1943), pp. 315-317.

Procedural simplification in the South Dakota Department of Social Security. Reprinted with some changes from the June 1943 issue of *Public Welfare in South Dakota*.

COLCORD, JOANNA C. "Social Work and the First Federal Relief Program." *The Compass*, New York, Vol. 24, No. 6 (September 1943), pp. 17-23.

DRAKE, RUSSELL P., and LEIRFALLOM, JARLE. "Organization and Administration of Local Public Welfare Services: V—Agency Management." *Public Welfare*, Chicago, Vol. 1, No. 10 (October 1943), pp. 307-314.

FEDERATION OF SOCIAL AGENCIES OF PITTSBURGH AND ALLEGHENY COUNTY. *Annual Report, 1942-1943*. Pittsburgh: The Federation, August 1943. 50 pp.

HATHWAY, MARION. "Utilizing Available and New Personnel in Meeting Present and Future Demands for Social Workers." *The Compass*, New York, Vol. 24, No. 6 (September 1943), pp. 7-10.

"How Is Individual Need Met Through Old Age Assistance Grants?" *Alabama Social Welfare*, Montgomery, Vol. 8, No. 9 (September 1943), p. 4.

Alabama's budgeting policies and financial resources.

"Intake in an Urban Welfare Office." *Alabama Social Welfare*, Montgomery, Vol. 8, No. 9 (September 1943), pp. 2-3.

From a survey of the visits and requests made in the Jefferson County, Ala., Department of Public Welfare during a 5-week period.

"Itasca and Cash Relief." *Social Welfare Review* (Minnesota Division of Social Welfare), St. Paul, Vol. 5, No. 3 (August 1943), pp. 3-4.

A Minnesota county's experience in replacing relief orders with cash relief.

JONES, FAITH JEFFERSON. "Case Work Aspects of the Aid to Dependent Children Program." *Public Welfare*, Chicago, Vol. 1, No. 10 (October 1943), pp. 299-306.

[Liquidation of WPA in New Mexico.] *Statistical Summary* (New Mexico Department of Public Welfare), June 28, 1943, pp. 1-3. Processed.

Text and tables on persons applying for public aid in New Mexico whose livelihood had previously been obtained from WPA employment. Covers the period December 1942-May 1943.

MCRACKEN, ADA. "Services a Public Agency Can Offer Children." *Public Welfare News* (North Carolina State Board of Charities and Public Welfare), Raleigh, Vol. 6, No. 3 (September 1943), pp. 3 ff.

REBECK, ANNE H. *A Study of the Developments in Programs for the Care of the Aged (With Emphasis on New York State and New York City)*. Albany: Department of Social Welfare, May 1, 1943. 141 pp.

Considers public and private institutional care; public assistance, both as general relief and old-age assistance; old-age and survivors insurance; nursing and boarding home care; and other community programs.

"Who Receives Old Age Assistance?" *Alabama Social Welfare*, Montgomery, Vol. 8, No. 9 (September 1943), pp. 6-7.

From a survey of the characteristics of 1,136 persons in Montgomery County, Ala.

HEALTH AND MEDICAL CARE

ALTMAYER, A. J. "One Health Insurance Agency: The Government." *Hospitals*, Chicago, Vol. 17, No. 10 (October 1943), pp. 37-40.

Gives reasons for expanding the social security programs to provide insurance for sickness and disability, with hospital benefits. For a different viewpoint, see the paper by Van Steenwyk, noted below.

BASKETT, B. G. M. "Phthisis and Paternalism." *National Review*, London, Vol. 121, No. 726 (August 1943), pp. 124-136.

Undertakes to show the existence of a positive correlation between increased governmental expenses and a rising death rate from tuberculosis in England.

BAZ, GUSTAVO. "A Network of Hospitals Is Mexico's Immediate Goal." *Hospitals*, Chicago, Vol. 17, No. 10 (October 1943), pp. 45-47.

By the Minister of Welfare of Mexico.

Best's A. & H. Buyers' Guide, Second Annual Edition, 1943. New York: Alfred M. Best Company, Inc., 1943. 118 pp.

"An analysis of the leading commercial accident, health and individual hospitalization policies of the principal companies doing business in the United States, together with financial and operating data, territory, and our general policyholders' rating."

BRUCE, WILLIAM R. "Medical Societies Protest Maternity-Aid Program." *Medical Care*, Rutherford, N. J., Vol. 21, No. 1 (October 1943), pp. 56-58 ff.

Traces developments, chiefly in Ohio and Michigan, where medical societies have actively opposed the national program of free maternity care for enlisted men's families, as administered by the Children's Bureau. Editorial comment on this subject (pp. 34-35) considers the recent controversy between *California and Western Medicine* and the *Journal of the American Medical Association*.

"Canada's Health Programme." *International Labour Review*, Montreal, Vol. 48, No. 4 (October 1943), pp. 466-478.

A summary of the report of the Canadian Advisory Committee on Health Insurance.

CIOCCO, ANTONIO, and ALTMAN, ISADORE. "The Patient Load of Physicians in Private Practice; A Comparative Statistical Study of Three Areas." *Public Health Reports*, Washington, Vol. 58, No. 36 (Sept. 3, 1943), pp. 1329-1351.

Information from the District of Columbia, Maryland, and Georgia.

"Does the United States Need a Medical Revolution? The Wagner-Murray-Dingell Bill: I." *Journal of the American Medical Association*, Chicago, Vol. 123, No. 7 (Oct. 16, 1943), p. 418.

First in a series of editorials opposing the bill. Declares that the Nation's health and health services are superior to those of countries having compulsory health insurance.

FRASER, SIR IAN. "Employment of the Disabled." *The Fortnightly*, London, No. 915, New Series (March 1943), pp. 165-169.

Criticizes certain compulsory aspects of rehabilitation suggested in the report of the British Inter-Departmental Committee on the Rehabilitation and Resettlement of Disabled Persons. Reviews briefly the whole field of employment priority among discharged veterans, able-bodied or handicapped.

GRAHAME, ARTHUR. "Government Spending 50 Millions for Wartime Aid to Hospitals." *Medical Economics*, Rutherford, N. J., Vol. 21, No. 1 (October 1943), pp. 46-49.

A record of construction under the Lanham Act of 1941.

HARTNUNG, JOEL S. "Obstacles Still Hinder the Relocation of Doctors." *Medical Economics*, Rutherford, N. J., Vol. 21, No. 1 (October 1943), pp. 125-126.

A brief summary of progress in relieving civilian-physician shortages in critical areas, chiefly through the Procurement and Assignment Service. Is followed by more extensive data from a release on the subject by the Office of War Information.

"Hospital Association Not Exempt From Taxation as Charitable Institution if Charity or Benevolence Is Limited to Members." *Journal of the American Medical Association*, Chicago, Vol. 123, No. 5 (Oct. 2, 1943), pp. 305-306. (Medicolegal Abstracts.)

Summarizes the decision of the Supreme Court of Oklahoma respecting taxation of the cooperative hospital established by Dr. Michael A. Shadid (In re Farmers' Union Hospital Ass'n of Elk City, 126 P. (2d) 244 (Okla., 1942)).

KRAMER, LEON R. "Ideals of Dentistry in Kansas Department of Welfare Dental Program." *Journal of the American Dental Association*, Chicago, Vol. 30, No. 17 (Sept. 1, 1943), pp. 1445-1448.

Gives the text of a letter of October 1942 from the Kansas State Department of Social Welfare to all county welfare boards and directors, outlining four possible plans of dental care for persons receiving assistance. Shows the extent to which counties have used the plans.

MCDONAGH, EDWARD C. "Problems of Group Health Associations." *Sociology and Social Research*, Los Angeles, Vol. 27, No. 6 (July-August 1943), pp. 453-461.

Recruiting membership, locating the health services, meeting opposition of medical groups, limiting services, and other matters.

McELROY, B. D. "Weighing Mr. Wagner's 'Baby'." *Medical Economics*, Rutherford, N. J., Vol. 21, No. 1 (October 1943), pp. 93 ff.

A survey of opinion on the Wagner-Murray-Dingell bill.

"The New Wagner Bill." *Modern Hospital*, Chicago, Vol. 61, No. 2 (August 1943), p. 51.

An editorial suggesting that voluntary hospital prepayment plans be encouraged before a Federal system is adopted.

NEW ZEALAND. DEPARTMENT OF HEALTH. *Health Benefits Under Part III of the Social Security Act. 1938*. Wellington: Government Printer, 1943. 20 pp.

A pamphlet explaining the several classes of benefits, including those for maternity, hospital care, drug needs, and general medical services.

PINK, LOUIS H. "Blue Cross Spokesman Answers Encroachment Charges." *Medical Care*, Rutherford, N. J., Vol. 21, No. 1 (October 1943), pp. 63-64.

Comment by the president of the Associated Hospital Service of New York on a charge that hospital prepayment plans are antagonistic to physicians.

"Proposed Extension of the Social Security Program." *Hygeia*, Chicago, Vol. 21, No. 10 (October 1943), pp. 708-709.

An editorial opposing the portions of the Wagner-Murray-Dingell bill dealing with medical care. Quotes selected editorial opinion from various sources.

TURNER, BOYD W. "The Doctor's Stake in Union-Sponsored Health Plans." *Medical Economics*, Rutherford, N. J., Vol. 21, No. 1 (October 1943), pp. 74-75 ff.

Describes briefly five union health plans, with facts on fees and some information on total services rendered.

VAN STEENWYK, E. A. "Let Government Help, Not Kill, the Voluntary Plan." *Hospitals*, Chicago, Vol. 17, No. 10 (October 1943), pp. 41-44.

A reply to the address by A. J. Altmeyer, noted above. Advocates development of voluntary plans of hospital insurance rather than a governmental program.

"The Wagner-Murray Bill." *American Journal of Public Health*, New York, Vol. 33, No. 10 (October 1943), pp. 1274-1276.

An editorial expressing distrust of "socialization on a vast scale" in the field of medical payments, but criticizing "continued blind and hair-splitting resistance, by physicians, to any and all proposals for some degree of public medical service."

YERUSHALMY, J.; HILLEBOE, H. E.; and PALMER, C. E. "Tuberculosis Mortality in the United States: 1939-41." *Public Health Reports*, Washington, Vol. 58, No. 40 (Oct. 1, 1943), pp. 1457-1482.